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ABSTRACT

This report identifies present and future problems confronting Tennessee's teachers and offers proposals for responding effectively to these problems. A brief overview of trends in the teaching profession provides a preface to reports on: (1) findings of the teacher compensation subcommittee; (2) findings of the teacher training subcommittee; (3) findings of the instructional development subcommittee; (4) the proposed teacher evaluation system, including development of assessment instruments, recommendations for scoring procedures, proposed competencies and indicators, selection of applicants for evaluation, and a critique of the career teacher proposal; (5) projected costs of proposals; (6) summary of recommendations, and (7) a minority report. The appendixes include a paper on "Teacher Compensations and Career Ladders: Policy Implications from Research," as well as recommendations on the organization of the interim certification commission, the administrator/supervisor evaluation system, and proposed legislation. (JD)

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TENNESSEE
GENERAL ASSEMBLY

1796

REPORT
OF THE
SELECT COMMITTEE ON EDUCATION

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PURSUANT TO SENATE
JOINT RESOLUTION NO. 96
OF THE NINETY-THIRD
GENERAL ASSEMBLY
JANUARY 1984

SP 024 249

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STAFF DIRECTOR: BILLY STAIR

Members of the General Assembly
The Governor
State of Tennessee

Ladies and Gentlemen:

This study has been conducted by direction of Senate Joint Resolution No. 96 of the Ninety-third General Assembly. The recommendations herein represent the opinion of a majority of the members of the Select Committee on Education.

The Committee has devoted a considerable amount of time and attention to the issues confronting the state's public education system. Throughout the study, the Committee extended a special effort to ensure that its deliberations were conducted in an objective and non-partisan manner.

The Committee appreciates the cooperation and assistance received not only from state officials, but also from a multitude of organizations and individuals. It is our hope that the findings contained in this report will prove useful in your deliberations.

Respectfully submitted,

Steve Bivens

Steve Bivens
Chairman

PREFACE

The General Assembly's Select Committee on Education was created by Senate Joint Resolution No. 96, adopted during the 1983 legislative session. The legislature's decision to form a special study committee represented an effort to bring structure to various proposals for educational reform debated throughout Tennessee during the past three years.

In January 1983, a statewide Task Force on Education completed a two-year study and submitted its findings and recommendations to the General Assembly. The Task Force, chaired by Senator Anna Belle O'Brien, included in its recommendations a broad range of reforms in the areas of teacher training and compensation.

Subsequent to the release of the Task Force report, Governor Lamar Alexander announced a legislative initiative that would have resulted in fundamental changes for the state's primary and secondary teachers. Stated simply, the governor's plan would have instituted a policy of periodic teacher evaluations, with substantial pay supplements awarded to those teachers evaluated as having demonstrated superior performance. This proposal was embodied in SB 1000/HB 1081.

Before either the Senate or the House of Representatives acted upon SB 1000/HB 1081,separate sponsors introduced legislation which also would have changed present policies significantly. This bill, SB 1124/HB 1099, did not include teacher evaluations conducted by the state. It would, however, have modified present procedures for teacher certification and compensation.

The complexity of these two legislative proposals, coupled with the profound changes they would have brought to the teaching profession in Tennessee, combined to generate an attitude of caution toward making such an important decision without the opportunity for careful consideration. Moreover, any legislation that altered teacher compensation scales would require additional financial resources. The economic climate in early 1983 dictated that the General Assembly would enact no legislative proposals accompanied by large fiscal costs.

Having elected not to enact a major education reform package in 1983, the legislature adopted Senate Joint Resolution No. 96. The resolution directed that a study be conducted of the various proposals for teacher compensation, along with the ancillary issues of college preparation and in-service training for teachers.

The task of the Select Committee on Education received the unqualified support from the respective speakers of the Senate and House of Representatives. The speakers placed the entire resources of the legislature at the committee's disposal. In addition, the Committee also benefited from the assistance of the National Conference of State Legislatures, which made available funds that contributed greatly to the success of the project.

At its organizational meeting in July, the Committee elected Representative Steve Bivens to preside as chairman. The full committee was divided into three subcommittees, addressing the areas of teacher compensation, instructional development and teacher training. Each member of the Committee served on two subcommittees.

It should be noted that while the Committee devoted a substantial amount of time to the issue of whether teachers and administrators should be evaluated, the Committee did not address the question of what specific criteria should be used in such evaluations. This task was assumed by the Interim Certification Commission, an eighteen-member group funded by the legislature and composed of laypersons from across Tennessee. The Commission, with the aid of professional staff, was charged with developing an evaluation process for teachers and administrators that would be ready for review during the 1984 legislative session. A portion of the work completed by the Interim Certification Commission is included in this report.

During the course of its study, the Select Committee on Education convened fourteen times. The Committee received testimony from thirty-four witnesses, representing the diverse experiences of educators in seven states. From this testimony each subcommittee adopted a series of recommendations. These recommendations in turn were voted upon by the full committee and drafted into legislation to be submitted to the General Assembly.

The Committee wishes to acknowledge the considerable contributions of all those who aided, directly or indirectly, in the completion of this study. The Committee likewise extends its gratitude to the numerous groups and individuals who were present at every hearing. Apart from the recommendations adopted by the Committee, the process of debating these issues has served to re-focus attention on the needs of Tennessee's public education system. By delaying consideration of these decisions, the legislature gained the opportunity to weigh the consequences in an atmosphere less burdened by the emotion and distraction that characterize a legislative session.

Throughout its study, the Committee was guided by the desire to find ways of improving education, and thereby broaden life's horizons for a generation of Tennessee's children. It is with this goal in mind that the Select Committee on Education submits this report to the General Assembly.

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"Without radical and dramatic change, the vast majority of tomorrow's teachers will be white females from rural areas who were graduated in the bottom half of their class."

Jay Robinson
Superintendent of Schools
Charlotte, North Carolina

INTRODUCTION

Jay Robinson's observation about the future of the teaching profession is a simple expression of the serious concerns that motivated the efforts of the Select Committee on Education. His words are not an indictment of the teaching profession. They do not imply that the state employs large numbers of incompetent teachers. And they do not suggest that there are not thousands of Tennessee teachers who love their work, and whose professional success is the greatest avenue of social mobility for the state's children.

The importance of Jay Robinson's statement is that it characterizes succinctly the approaching dilemma of the teaching profession in Tennessee. Many of the forces that contribute to the problem are not the fault of teachers, or for that matter, any other institution. Some changes have come about so slowly as to be imperceptible without the aid of hindsight. A closer examination of these changes over the last decade, however, reveals some alarming trends about the state's teachers. Among these trends are dramatic declines in both the number of students who are preparing to teach in Tennessee and the number of high-achieving students who are selecting teaching as a career. If unchecked, these trends undoubtedly will have very serious repercussions for the teaching profession and, in turn, on the quality of education in Tennessee.

While many issues involving Tennessee's teachers deserve immediate attention, one must take care not to overstate the problem. The teaching profession in Tennessee, as is the case with most professions, is capable of improvement. Despite this fact, it would be not only inaccurate but also non-constructive to assert that the teaching profession is guilty of all of the shortcomings claimed by some critics.

The purpose of this report is to identify present and future problems confronting Tennessee's teachers, and to offer some proposals for responding effectively to these problems. The Committee's approach to the study originated from the premise that the issues involved are diverse, and do not therefore lend themselves to a single simple solution. For this reason, the scope of the study was broadened to address a variety of teacher-related issues. The findings of the report concluded that any successful effort to improve education in Tennessee must include a comprehensive series of reforms woven together into a coherent policy.

In a study of this nature, it is often easy for the participants to have their attention captured by the testimony of experts. The Committee heard from an array of persons whose accomplishments place them at the uppermost levels of educational research. Their collective advice was an invaluable contribution to the Committee's study.

But in addition to the witnesses with national reputations, the Committee also heard from teachers like Lynn Twymann of Huntingdon, who last year gave his winter coat to a student who had none. Or Margaret Horsnell of Nashville, who day after day works with children so profoundly retarded that the mastery of a single idea can be the goal of a year's mental and physical effort. Those quick to criticize teachers should remember the rural principals who worked most of their careers with no secretary, or the urban teachers who each day face a multitude of societal problems beyond the understanding of most middle class families.

The research literature will not record these facts as easily as the numbers used by those who would criticize the teaching profession. In the process of identifying the problems and needs of Tennessee's teachers, this report makes a special point of noting these findings. Their presence is critical to maintaining a proper perspective on the issues of public education.

THE APPROACHING DILEMMA

TRENDS IN THE TEACHING PROFESSION

THE APPROACHING DILEMMA

TRENDS IN THE TEACHING PROFESSION

One of the most encouraging qualities of the American political system is the ability of its institutions to evolve over time. Such changes usually are a response to other, more profound changes taking place in society.

Education in general, and the teaching profession in particular, are among the areas most sensitive not only to changes in public attitudes and expectations, but economic trends that affect the job market. Until the Second World War, the image of school teachers as unmarketable men and unmarriageable women was grounded largely in fact.

The country emerged from the war with the economy on a more sound footing and a desire to reward veterans with the opportunity to receive a free college education. The GI Bill resulted in the most rapid expansion of college graduates in history. Not surprisingly, this expansion had a direct impact on the nature of the teaching profession.

Between 1950 and 1960,the number of teachers in America increased by 48 percent. Between 1960 and 1970, the teaching corps grew another 52 percent. One who is interested in projecting the characteristics of Tennessee's teaching profession in 1990 must be as concerned with the teachers recruited over the past two decades as with those currently in teacher education programs.

This need exists because teachers already in the classroom can influence the future of the teaching profession at least as much as will new recruits.

During the two decades between 1950 and 1970, the number of teachers grew at a higher rate than the college-educated population generally. This fact is important because the period was a time of substantial upgrading in certification requirements for new teachers. In Tennessee, a 1957 education study by the General Assembly led to a requirement that all new teachers possess a college degree. These changes naturally increased the demand of the teaching profession for college-trained personnel.

A sharp rise in the state's birth rate and inward migration combined with higher standards for teachers to compound the problem of providing an adequate supply of qualified teachers. In 1960, elementary schools had approximately 41 percent more teachers than in 1950; secondary schools had approximately 61 percent more teachers than in 1950. Between 1960 and 1970, elementary school faculties expanded by an additional 35 percent, whereas secondary school faculties increased by another 72 percent.(1)

In addition to the birth rate, another societal change contributed greatly to the growth in the number of teachers. During the 1950s, the nation witnessed a dramatic decline in the high school dropout rate. In 1950, approximately 56 percent of the 18-year-olds nationwide had been graduated from high school. By 1960, this number had increased to 72 percent. Though the absolute percentages in Tennessee were smaller, the relative changes reflected the same trend.

The significance of these events on Tennessee's present teachers is that the widely-discussed aging of the teaching force is occuring largely in secondary schools and results from the aging of men who were educated with the GI Bill and hired during the 1950s and 1960s. It is also relevant to note the impact of these changes on Tennessee's higher education system. The rapid expansion of higher education during the 1960s resulted largely from institutions which provided degree opportunities to people who were willing to trade their college degrees for teaching positions. As they expanded, colleges and universities became dependent on the enrollment of students who planned to be teachers. At issue is whether in the effort to maintain enrollments, teaching degrees were offered to persons of limited academic proficiency. Public debate about the qualifications of classroom teachers existed throughout the 1960s. But until the end of the decade, the problem of providing an adequate supply of teachers was so overwhelming that concerns about quality were deferred.

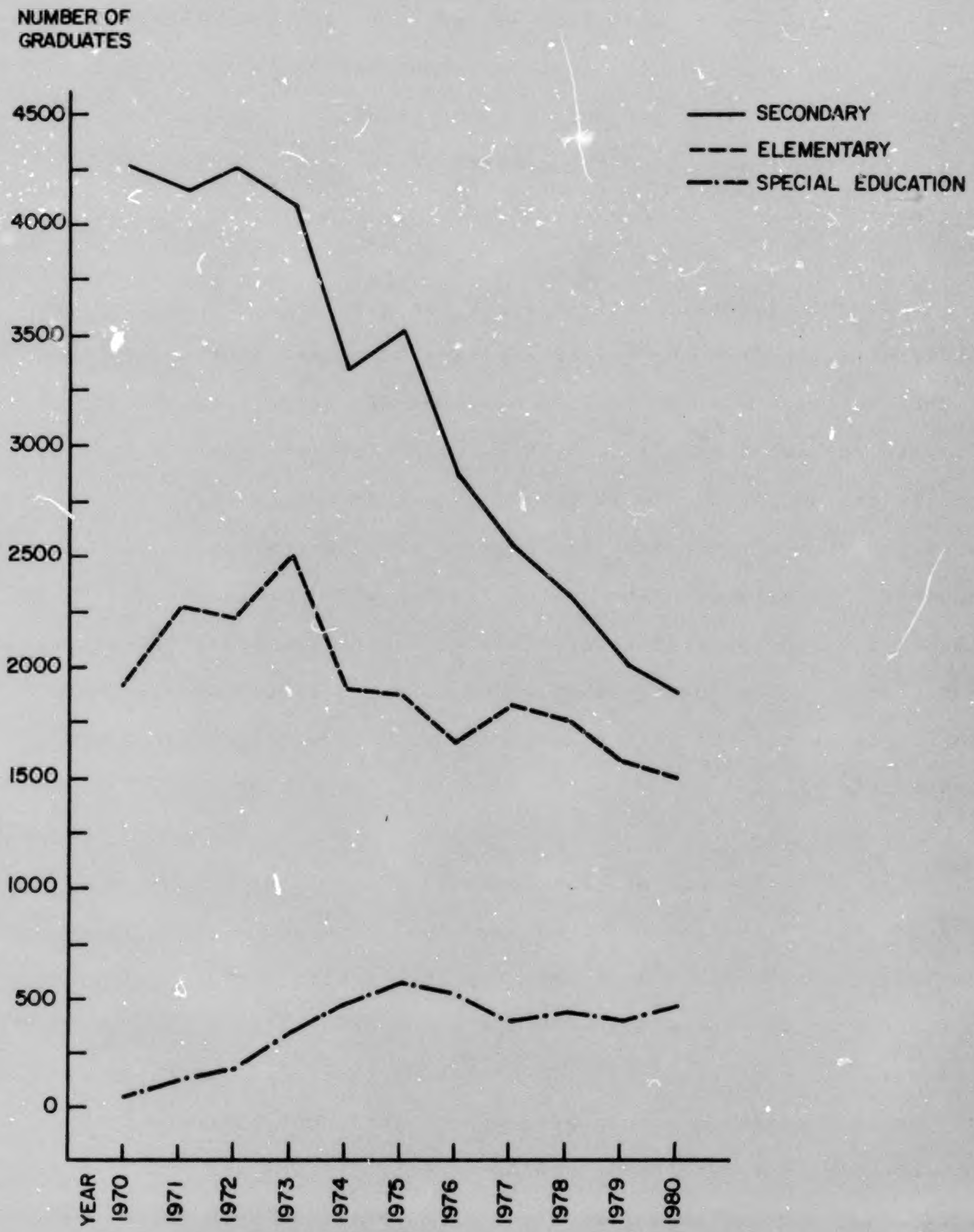
By 1970, demographic changes once again had an impact on the teaching profession. A sharp decline in the birth rate meant that discussions of teacher quality became focused on selecting the best-qualified applicants from a large pool of college-educated teachers. As elementary enrollments dropped, Tennessee's universities were graduating nearly 20 percent of their students with teaching degrees. For the first time, the oversupply of teachers made it possible to make teaching the selective occupation many critics argued that it should be. Unfortunately, this situation was short-lived.

The circumstances in 1984 differ dramatically from those which existed only a decade ago. The teaching profession has been jolted by three distinct trends in American society. These trends are not temporary. On the contrary, they appear so structural in nature that some argue only a fundamental shift in policy can avert a serious threat to the quality of the state's educational system.

The most significant change affecting the teaching profession stems directly from the political accomplishments of the civil rights movement and the women's movement of the previous decade. Despite extreme flucuations in the demand for teachers, the teaching profession until the mid-1970s was exempt from conventional market forces. This situation existed because the profession was stocked with a large number of blacks and white females whose occupational alternatives were limited. With the state legislature and county courts dominated by white males, salaries for teachers in Tennessee did not always keep pace with those occupations of comparable skills.

This "captive market" lasted until the opening of career avenues for blacks and white women. Today the banks, industries and legal firms across Tennessee are filled with young people from these two categories who in earlier times would likely have become teachers. The presence of high-achieving blacks and white women who entered teaching two decades ago is an important reason for the quality that remains in public education. The absence of their sons and daughters is a serious drain on both the number of teachers and the quality of the teaching profession.

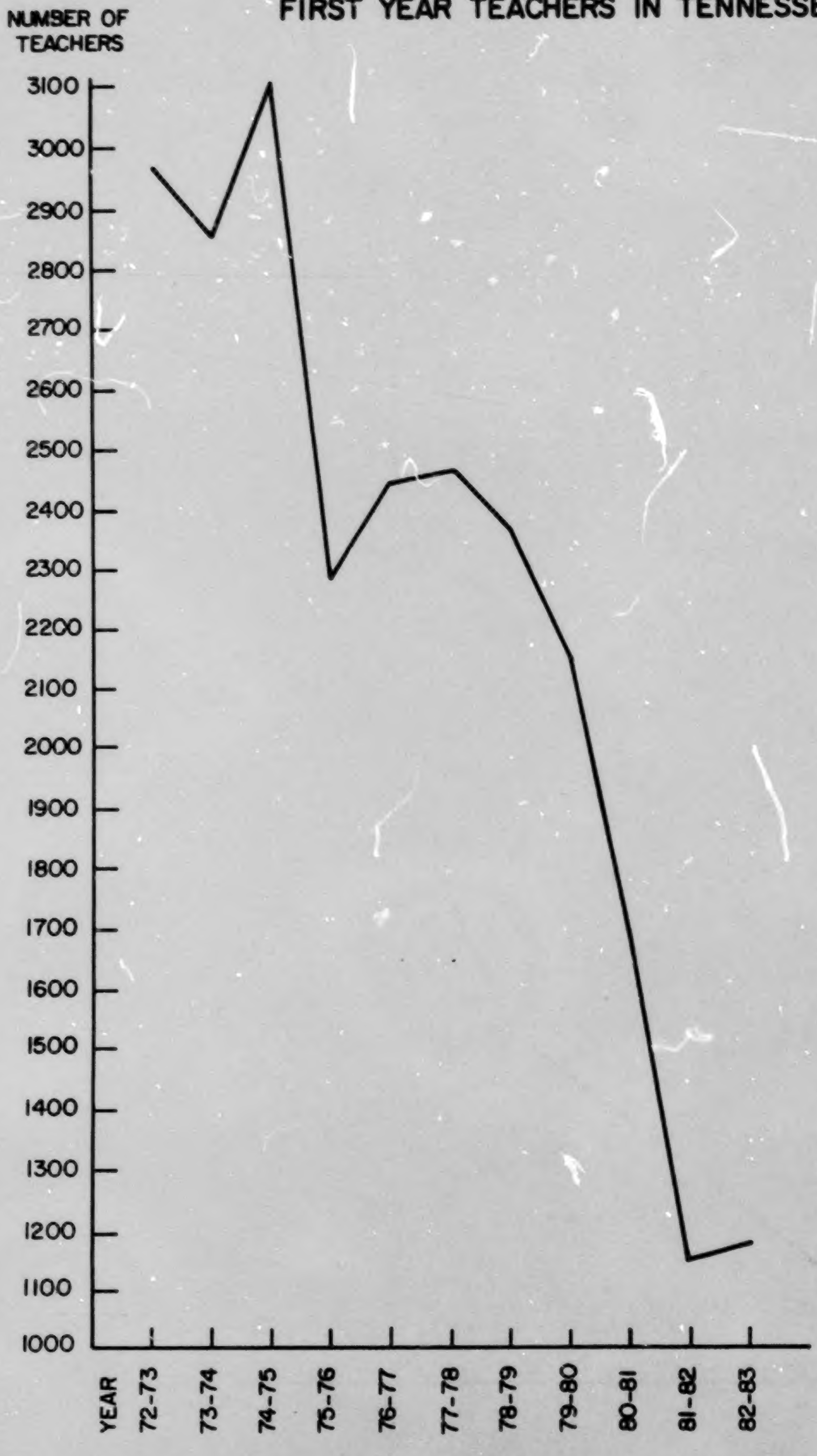
TABLE I
TEACHING GRADUATES FROM TENNESSEE INSTITUTIONS



SOURCE: NATIONAL EDUCATION ASSOCIATION

TABLE 2

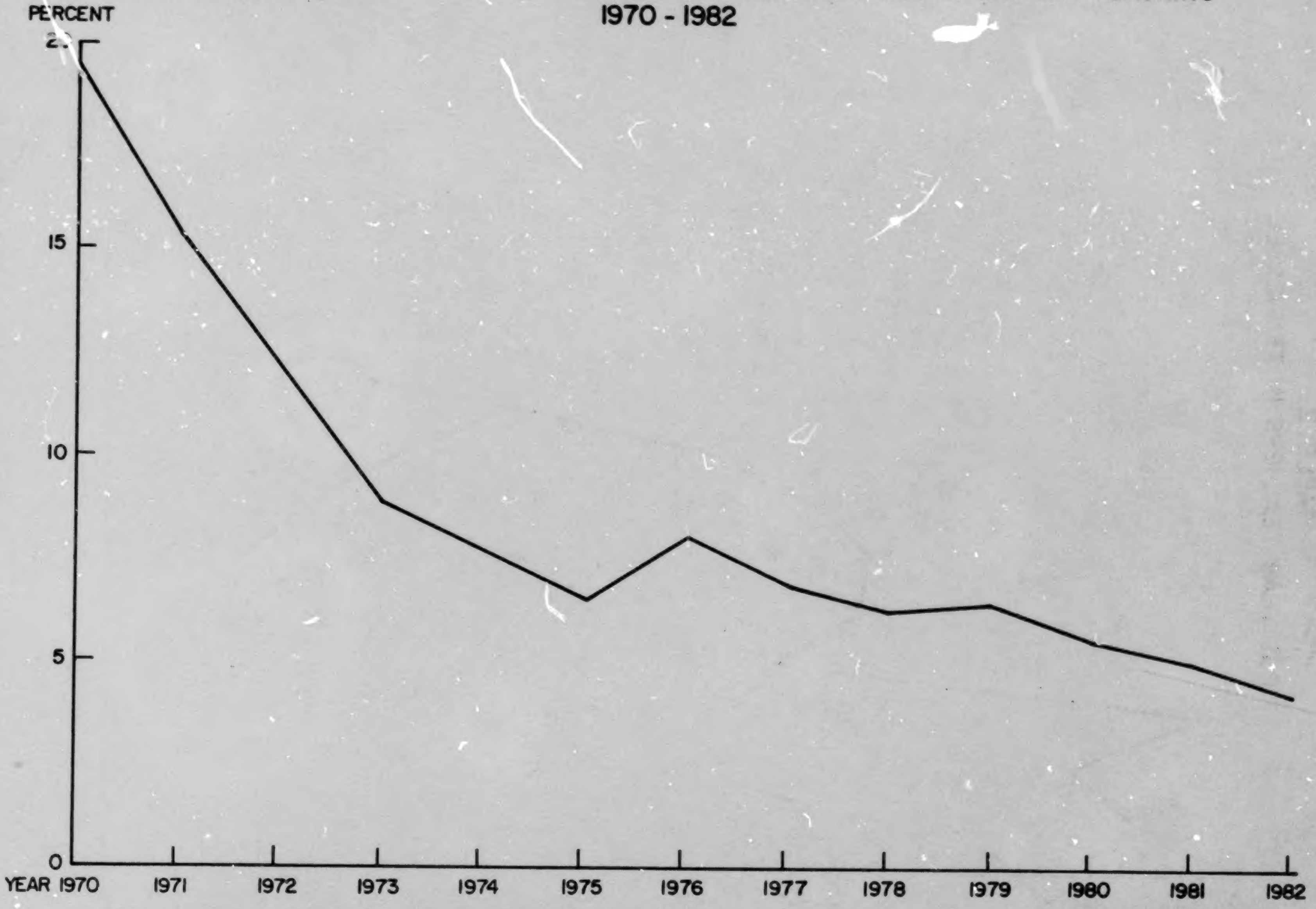
FIRST YEAR TEACHERS IN TENNESSEE



SOURCE: STATE DEPARTMENT OF EDUCATION

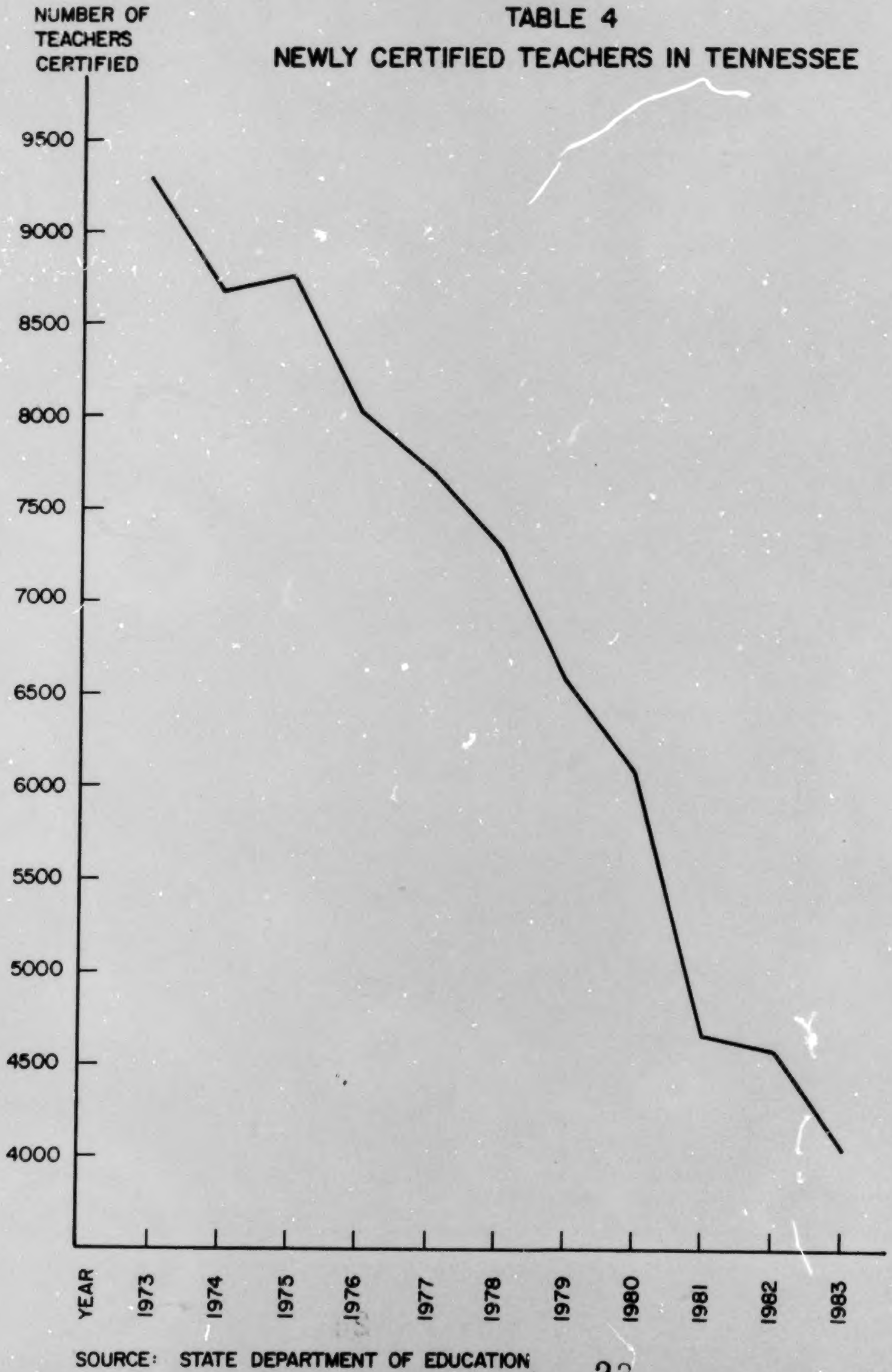
TABLE 3

PERCENTAGE OF FRESHMEN IN THE U.S. EXPRESSING INTENTION TO ENTER TEACHING 1970 - 1982



SOURCE: NATIONAL CENTER FOR EDUCATION STATISTICS

TABLE 4
NEWLY CERTIFIED TEACHERS IN TENNESSEE



SOURCE: STATE DEPARTMENT OF EDUCATION

Two other trends of recent years deserve mention. The first involves the fact that the state has reached a plateau in the number of people graduating from college. The overwhelming portion of young men who took advantage of the GI Bill were the first persons in their families to attend college. As stated, a large percentage of these first-generation college graduates became teachers. What is now occuring, however, is a process consistent with the American idea that each generation seeks to improve over the former. The children of Tennessee's white male teachers, like their minority counterparts, are choosing not to enter teaching. Following the attraction of financial reward, they represent another example of the teaching profession's difficulty in attracting high quality students.

Finally, the unprecedented growth of high-technology industry has left its mark on the teacher labor pool. An enormous amount of education taking place in America now occurs within private industry. The desire by corporations to hire teachers qualified in math or science skills already has led to severe shortages in these two fields. This problem was made clear last year when only 164 new math teachers received certification in Tennessee.

The drop in the number of college students preparing to teach math and science is worse only by degree than the enrollment decline for teachers colleges in general. Since 1972, the number of Tennessee college freshmen planning to teach has plunged from nearly 20 percent to approximately 4 percent.

The disturbing decline in the number of young people preparing to enter the teaching profession assumes even greater significance when placed in the context of how many teachers will be needed in Tennessee during the next decade. Teachers hired between 1950 and 1970 will be retiring in massive numbers by 1995. Without changes in the present structure of the teaching profession, there is strong evidence that these retirements will be accompanied by an extraordinary rate of attrition on the part of beginning teachers.

Indeed, the present rate of teacher attrition is the most serious problem confronting education in Tennessee and is the primary justification for changes in the teaching profession. Recent studies estimate that from 40 to 50 percent of current first-year teachers will not be teaching by 1990. Of those who leave, two-thirds to three-fourths will do so in the first four years of teaching.(2)

Taken together, the implications of all these trends are apparent. Within ten years, Tennessee may need to replace 30,000 teachers. A continuation of current policies raises the inevitable question of whether the state will be able to respond adequately--both in quantitative and qualitative terms--to the impending dilemma in the teaching profession.

As alarming as the situation may be, there is good reason to believe that sufficient time exists to prepare for the future needs of Tennessee's schools. The ability of the state's teaching profession to adapt to the forces of cultural and economic change will determine whether quality in the state's schools can be maintained.

This adaptation can occur only if those who are committed to quality public education forsake short-term personal interests for the long-term improvement of the public schools.

The time has past when simple solutions prove sufficient. If solutions are to be found, they will be in the realm of ideas and ideals. Apart from fundamental reform in school organization and the structure of the teaching profession, teachers may never again regain the prestige they need and deserve.

FINDINGS OF THE TEACHER COMPENSATION SUBCOMMITTEE

FINDINGS OF THE TEACHER COMPENSATION SUBCOMMITTEE

Senate Joint Resolution No. 96 directed the Committee to examine the proposals for teacher compensation found in SB 1000/HB 1081 and SB 1124/HB 1099. Together the two bills represent the central question in the debate over needed reforms in the teaching profession. SB 1000/HB 1081 would transform the present compensation plan by implementing a differentiated salary scale. Salary levels would be determined in part by results of teacher and principal evaluations administered on the basis of objective criteria designed by the state. SB 1124/HB 1099, while proposing changes in certification procedures, is essentially a modification of the current single salary structure and contains no major proposals in the area of state administered teacher evaluations.

There are risks involved with making policy in response to various polls of public opinion. There are equally serious risks involved, however, with indifference to public sentiment about important issues. The question of whether teachers should be evaluated has been the subject of several polls over the past year. Results from the 15th Annual Gallop Poll, published in September 1983, indicate that 61 percent of those interviewed in a national sample agreed that "each teacher should be paid on the basis of the quality of his or her work." The responses from parents of school children were similar to those of the total group, but those familiar with the report from the National Commission on Excellence were "more strongly in favor or merit pay, voting 71 percent to 25 percent in favor of it."(3)

A second poll conducted in 1983 by the American School Board Journal asked teachers if salary increases should bear a relationship to classrooms effectiveness. 61.5 percent of respondents affiliated with the National Education Association and 62.1 percent of those affiliated with the American Federation of Teachers stated that salary increases should be related to the quality of classroom teaching. (4)

The debate over whether to reward teachers on the basis of performance has resurfaced periodically for much of the twentieth century. Until the 1920s, so-called merit pay schedules were actually the norm. The passage in 1921 of the constitutional amendment giving women the right to vote had an indirect but significant impact upon teachers' compensation. Because disparities existed between the salaries of elementary and secondary teachers and between males and females, school systems began to adopt single salary schedules. The Tennessee General Assembly in 1925 adopted a salary schedule that rewarded equally all teachers with comparable experience and training.

A 1978 survey by the Education Research Service found that only 4 percent of the responding districts were currently using merit payment plans for teachers. Teachers evaluation procedures are cited as the major reason why merit pay programs have not survived. The most frequently listed evaluation problems are difficulty in determining who deserves extra pay, no assurances that ratings are accurate, and subjectivity and inconsistency among evaluators. Administrative problems include the increased record keeping requirements, an excessive burden on a limited number of administrators, and parental complaints (i.e., wanting their child taught by superior teachers). Other problems cited include staff dissension, artifical cutoff restrictions, exclusion of teachers from program planning, and inadequate financial incentives.(5)

The emergence of the single salary schedule has done much to eliminate the disparities which existed previously in the teaching profession. By at least one definition of equity, the single salary schedule is unassailable. But this definition does not address the issue of whether the single salary schedule achieves equality of treatment at the expense of recognizing qualitative differences among teachers. Moreover, if professional recognition is measured only through the accumulation of years of experience and college credits, it is necessary to question if the absence of a performance-based compensation plan has a negative relationship to teacher motivation. The answers to these questions would reveal an important clue to the problems currently confronting the teaching profession.

A profession that treats employees with identical seniority and educational attainment the same offers little incentive for professional growth. The extent to which such a policy affects the prestige of the teaching profession is subject to speculation. It would be reasonable to infer, however, that the inability to acquire enhanced professional status or financial reward is a strong impediment to a teacher's classroom motivation. This in turn would result in students being denied an optimum performance from the teacher.

It is perhaps impossible to document accurately the causal relationships that affect teacher motivation. Despite this problem it is clear that the present salary structure in Tennessee is experiencing extreme difficulty in attracting prospective teachers and motivating current teachers to remain in the profession. For this reason, the Teacher Compensation Subcommittee determined that the General Assembly should consider a performance-based salary plan designed to enhance opportunities in the teaching profession for prestige and financial rewards.

Before examining alternatives to the single salary schedule, it is important first to clarify the terminology. The term "merit pay" has been used rather loosely to describe a variety of compensation plans as if they were the same. The great majority of so-called "merit pay" plans consist simply of a modest financial reward "for a job well done." These rewards usually are based upon subjective determinations made either by the principal, superintendent or a group of teaching peers. The size of the salary supplements and the number of eligible teachers often are subject to contract negotiations.

The Subcommittee received testimony from the superintendent of schools in Lake Placid, New York, where a similar merit pay plan was implemented but later abandoned. As in many other cases where such plans have failed, the Lake Placid experience suffered from ill-defined evaluation criteria and insufficient salary supplements. The result was a plan vulnerable to criticisms of bias and favoritism. Despite the failure of the merit pay plan in Lake Placid, the superintendent voiced support for the idea of a performance-based salary structure as a means of pursuing qualitative goals in public education.

A second variation of differential compensation is called "incentive Pay." The Subcommittee received testimony from the superintendent of the Houston Indpendent Schools District, where an incentive pay plan has been implemented for the nation's fifth largest public school system. The Houston plan provides higher salaries for math and science teachers, high teacher attendance and teaching in disadvantaged areas. While it should be noted that Houston teachers are required to demonstrate basic competencies on standardized tests, most incentive pay plans are structured to affect the supply, turnover and distribution of teachers.

Both "merit pay" and "incentive pay" concepts seek to use financial reward as a motivation for teacher behavior. In the case of incentive pay, the question arises about whether the policy places a greater value on some subjects to the detriment of others. Moreover, teachers' salaries are geared more closely to "where" and "what" they teach, as opposed to "how" they teach. Indeed, the failure to address adequately the issue of how well a teacher performs was the Subcommittee's primary concern with conventional merit and incentive pay plans. This concern led the Subcommittee to consider an alternative that rewards outstanding teacher performance, while simultaneously focusing on the goal of developing the classroom skills of all teachers.

In constructing its recommendations for teacher compensation, the Subcommittee adopted major portions of SB 1000/HB 1081. The central concept involves the creation of a career ladder for the teaching profession. Progress up the ladder--for teachers, principals and supervisors--would be based upon years of experience, but also upon graduated levels of teaching and administrative proficiency.

A desire to measure teacher and administrator proficiency rests upon the ability to implement a fair and reliable evaluation system and reward those who demonstrate superior performance with substantial salary supplements. The history of such plans suggests that the career teacher concept is ambitious, and runs the risk of serious problems unless a number of considerations are addressed. The 1978 study by the Educational Research Service indicates that a successful career teacher plan in Tennessee should include the following criteria:(6)

1. Effective evaluation procedures
2. Adequate training for evaluators and supervisory staff
3. School board and management commitment
4. Teacher involvement in program development
5. Teacher satisfaction with financial and professional rewards
6. Adequate financing
7. Availability to all who qualify
8. Performance criteria that are clear and equitable
9. Validity of evaluation criteria

10. Consistency and reliability of evaluation process

11. Promotes increased learning

Aside from the elements of a successful evaluation program, it is also necessary to have a clear idea regarding the broader goals of a career teacher plan. A comprehensive teacher evaluation program would not justify the administrative and financial risks unless sufficient attention is given to how the program relates to other issues affecting the teaching profession. Included among these issues must be:

> *Recruitment*. Teaching must initially attract competent people, discouraging no one who might have potential to become a capable teacher.
>
> *Training*. Teachers most likely are both born and made. There must be a system for preparing teachers, for imparting the skills and knowledge useful to effective teaching. Such training should be continuous, providing initial skills, on-the-job feedback in the early years, and ongoing education throughout a career.
>
> *Selection.* Procedures for identifying the most promising candidates and for weeding out the unqualified must be both efficient and fair. They must ensure that only the competent are allowed to teach without denying opportunites to those with potential to become good teachers.
>
> *Retention.* Teaching should be sufficiently rewarding to hold capable teachers over the course of a career. As teachers mature and become increasingly expert in their practice, working conditions and career rewards should encourage their continuation in the profession.
>
> *Participation*. Conditions of teaching must encourage daily exertion. Participation here refers to more than merely adequate, routinized behavior. It means commitment to excellence, to continuing development as a professional, to a search for sources of renewal, and to steady investment of energy in one's work.

> Evaluation. The system must include means for appraising the work of teachers both to supply corrective feedback and to provide the basis for termination decisions.
>
> Terminations. There must be efficient, fair procedures for terminating teachers who have proven themselves incapable of performing to minimum levels of competence or to observing minimum standards of comportment.
>
> Distribution. Teaching talent should be efficiently and equitably distributed among school districts and within districts among schools. Each school should receive its fair share of capable teachers.(7)

It is important to note a significant distinction between the evaluation proposals contained in SB 1000/HB 1081 and the recommendations adopted by the Subcommittee. Repeated testimony from a series of witnesses suggested that the absence of a staff development program constituted a serious omission in SB 1000/HB 1081. Without such a program, the evaluation procedure becomes strictly judgmental, meaning that while superior performances are rewarded, there is no effort to improve the teaching skills of beginning teachers or unsuccessful candidates for career advancement.

Both Linda Bond of the California General Assembly and Virginia Koehler of the National Institute for Education stressed that a program which ties evaluations to the improvement of teaching skills is a critical element in the development of a career ladder plan. This idea implies that a career ladder should go beyond simply providing financial rewards to outstanding teachers. Such teachers should accept the responsibility to serve as a model of effective behavior for other teachers. This would involve working--particularly with less experienced teachers--on ways to improve teaching skills. The effort to utilize more efficiently the expertise of outstanding teachers is acknowledgement of the assumption that an important aspect of teacher training should continue after teachers enter the classroom.

The Subcommittee approached the idea of a career ladder plan aware of precautions that must be taken to allay the anxieties of teachers and administrators. Among these precautions is a need to balance the number of evaluation visits to assure appropriate evaluation of each teacher's performance while avoiding the paperwork or other logistical problems that could overburden the process. Likewise, controls must be imposed to avoid having a schools' best teachers absent too often from the classroom while evaluating other teachers.

Regarding pay supplements, prior experience suggests that in order for financial incentives to work, monetary rewards need to be a minimum of 10 percent above the teachers base salary. Linked to this idea is a general consensus that the base salary of all teachers in Tennessee should be raised to serve as an attraction for students considering teaching as a career.

Finally, the experience of unsuccessful "merit pay" plans invariably includes a measure of divisiveness that develops among teachers who perceive their colleagues as competitors for pay raises. The Subcommittee believed that this problem can be addressed in two ways. The first would establish a program of staff development that seeks to enable all teachers to progress up the career ladder. The second, and perhaps more important approach, would make collegiality (i.e., the ability to get along with one's peers) a component of the evaluation process.

Having examined the relative merits of the differentiated and single scale salary schedules, the Subcommittee determined that the career structure of the public schools should be redesigned to include high status roles for teachers, principals and supervisors who demonstrate outstanding performance and accept a measure of additional training responsibilities. The Subcommittee hopes that a career ladder plan, if implemented carefully, can serve to improve teacher morale as a result of financial rewards for superior performance. In turn, the pursuit of these rewards could have a positive impact on teacher performance and student achievement.

If these two goals are realized, they together could produce an increased public willingness to support education, and thereby enhance the prestige of the teaching profession. Such an accomplishment would vindicate the Subcommittee's recommendation for major policy changes.

FINDINGS OF THE TEACHER TRAINING SUBCOMMITTEE

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Included among the provisions of Senate Joint Resolution No. 96 was a directive that the Select Committee on Education examine the issue of teacher training programs in Tennessee. Both SB 1000/HB 1081 and SB 1124/HB 1099 contained sections that would authorize a study of teacher training in the state's public and private colleges. Neither bill, however, would mandate any substantive changes in current training and certification procedures.

The Subcommittee on Teacher Training concluded after extensive consideration that a reassessment of standards for teacher training and certification should be an important component of any educational reform proposal. It is true that some states have been criticized for imposing higher teacher training standards as a relatively quick and easy approach to the problems facing the teaching profession. While valid, this criticism should not preclude efforts to ensure the public that Tennessee's teachers meet reasonable standards of academic training.

Any reform of the state's teacher training program should be accompanied by an understanding of the limitations inherent in such reforms. Indeed,it is doubtful that a significant upgrading in admission, retention and graduation requirements can take place without damage to teacher education programs unless the attractiveness of teaching as a profession is enhanced. As characterized by the

Dean of Education at Memphis State University, the question must be framed in the context of screens and magnets. Unless the teaching profession is appealing enough to attract academically capable students, policies that squeeze a declining pool of applicants would quickly reach a point of diminishing returns. Screens can be established with relative ease, but without the promise of professional status and adequate compensation, such standards would be counterproductive.

The question of how one determines reasonable standards is important to the issue of teacher training. One viewpoint asserts that efforts to raise admission or graduation standards is grossly unfair due to the possibility that such changes will have a disproportionate impact on individual institutions. Others contend that the desire to strengthen standards is merely a response to events that occurred more than a decade ago when higher education underwent a period of turmoil. During this time, universities were sensitive to pressures that they become less elitist and more egalitarian. Many Tennessee colleges responded by dropping for all practical purposes any meaningful entrance requirements. From this perspective, proposals for higher standards are essentially a call to the status quo which existed fifteen years ago.

In addressing the issue of teacher training and certification, the Subcommittee divided the topic into several categories. For the sake of simplicity the report will examine the categories individually.

Admissions Standards

In the debate over proper standards for the teaching profession, it is common to hear proposals for tougher admission requirements to teacher training programs. Though such proposals reflect a legitimate desire for accountability, it is important to understand their practical and philosophical implications for teacher training programs.

If, for example, the state initiated a policy denying admission to teaching programs to all students scoring in the lower fifth of the college entrance examinations, approximately 35 percent of majors in education would be denied entry. (This figure would vary greatly by institution.) Put differently, if one had to score above the median on tests like the SAT or NTE in order to teach, between 70 percent and 75 percent of all teachers would be excluded.(8)

Admission standards of this nature would have two significant consequences. First, they would raise questions of fairness toward some students who, although reasonably capable, come from schools systems of generally low academic quality. Of greater consequence would be the impact on schools which depend upon teaching programs for a sizeable portion of their enrollments.

The Subcommittee determined that while admission requirements to teaching programs would challenge the independence of private institutions, they are necessary in some form to protect the integrity of the teaching profession. The state's nine public universities already have admission standards established by the

State Board of Education. These standards amount to an ability to demonstrate a twelfth grade proficiency on the three sub-tests of the California Achievement Test. Testimony indicated that although a considerable number of students do not meet these requirements, their failure has not damaged the various teaching programs.

The Subcommittee noted that some colleges of education also have admission criteria which requires evidence of written competence. Recent studies of teacher education by the State Board of Regents and the University of Tennessee endorsed the idea that basic written communication skills should be a part of admission requirements to teacher training programs. With these studies in mind, the Subcommittee adopted a recommendation to retain present standards in state institutions for admission to teacher training programs, provided that in the future these standards include the passage of a standardized written composition.

Graduation Standards

The concerns of equity and accountability assume a different context when applied to the issue of graduation standards for teachers. While admission standards must accommodate notions of fairness and academic freedom, graduation standards focus more clearly on whether a student can demonstrate the minimum skills necessary for success in the classroom.

Both the State Board of Regents and the University of Tennessee have among their universities similar course and grade requirements for graduation from teacher training programs. Upon receiving a diploma, every student becomes eligible for a teaching certificate from the state. The experiences of other southern states suggest that there are deficiencies in the present system. The presence of uncontained grade inflation has rendered a student's grade point average meaningless. This fact is reinforced by the results of exams given in various states to graduating seniors who otherwise would have been certified to teach.

In Louisiana, 73 percent of the candidates passed the state's teacher examination. (This figure was a 20 percent increase over 1978 scores.) Pass rates on similar tests were 79 percent in Georgia and 86 percent in Florida. These numbers obviously can be interpreted in two ways. It is encouraging that four out of five prospective teachers demonstrated adequate knowledge of teaching skills. Conversely, it is disturbing to realize that without a graduation test, one in five newly certified teachers would not have possessed a basic knowledge of academic skills.

The contention that passing an examination is no certain indication of a student's teaching potential is valid. The conclusion is altered, however, when the statement is rephrased: The fact that a student cannot pass a competency examination is a strong indication that the skills are not present for a successful classroom teacher.

Tennessee currently requires graduating college seniors to take the National Teacher Examination prior to receiving certification. As a practical matter, this requirement has been of little value.

Test changes by the Educational Testing Service have prevented the establishment of a cutoff score. Moreover, the NTE Commons exam measures only verbal skills, math skills and educational methodology. At present, the state has no means of measuring competence in a teacher's area of endorsement.

A desire for increased accountability led the Subcommittee to recommend the development and implementation of a state exit examination for teachers by 1986. The Subcommittee expressed hope that such a policy could be tailored more closely to the unique needs of Tennessee's certification requirements, while reflecting a reasonable balance between institutional freedom and the need for quality standards of beginning teachers.

Accreditation

The Subcommittee sought to provide accountability in Tennessee's teacher training programs by requiring admission standards in the nine state universities and the successful completion of a state exit examination by students from all teacher training institutions. The willingness of the state to refrain from intruding into the curriculum and graduation requirements of higher education is contingent upon the belief that each teacher training institution can maintain a quality program. The method by which every state seeks to maintain quality control in teacher training is the process of accreditation.

While accreditation does not guarantee the successful performance of an institution's graduates, it can serve to provide the institution and the teacher training program with a measure of credibility. Public credibility will only be achieved, however, if accreditation is based upon meaningful standards.

At present there are 36 institutions in Tennessee that offer teacher training programs. Despite an extreme variance among the institutions in resources and staff capabilities, each teacher training program is accredited by the state Department of Education. Testimony from the respective deans of education at the University of Tennessee, Memphis State University and Belmont College suggested that an effort to strengthen the accreditation process would be a positive step toward improving the quality of teachers in Tennessee's schools.

Differences of opinion exist about how to impose higher accreditation standards. One witness from a large university urged that the state require all teacher training programs to receive approval from the National Council for Accreditation of Teachers Education (NCATE). This proposal would have significant implications for the state's smaller colleges and would raise questions about equity and the true relationship of resources to quality performance. There are currently only ten institutions in Tennessee accredited by NCATE. It is no coincidence that these are also the state's only ten universities. A decision to require NCATE accreditation would place an extreme burden on smaller colleges which likely could not finance expansions in faculty or library resources. Beyond the issue of cost, there is no conclusive proof that the quality of a teacher training program is related directly to the size of an institution. In fact, there is reason to believe that some of Tennessee's best teacher training programs are located in small institutions not accredited by NCATE.

The Subcommittee elected to pursue another approach to quality control of teacher training programs. This method would be based upon the performance of an insitution's students on the State Teacher Examination, and would bear no relationship to the size of the institution's program. The Subcommittee's proposal would require that state accreditation be based upon the passing of the State Teacher Examination by 70 percent of an institution's graduates. If an institution does not meet this requirement in two consecutive years, state accreditation would be withdrawn. Such a policy would not discriminate against small colleges, and would serve as a strong incentive to maintain quality standards in the teacher training program.

Classroom Training

As important as a teacher's academic preparation is, the most critical element of teacher training is the actual classroom experience prior to graduation. One of the most frequent concerns expressed by the Subcommittee was a perceived lack of adequate student teaching opportunities. Testimony revealed that this is probably less of a problem than it might have been fifteen years ago. Nonetheless, the Subcommittee felt the issue to be worthy of attention.

Witnesses testified that experiences for teacher education students should be progressive in nature, beginning ideally with observation at the freshman level and certainly no later than the sophomore year. Experiences should increase in scope, intensity and sophistication as students proceed through the training program. The full-time teaching internship should occur just prior to graduation. This experience should include more than "lip-service" coordination between school personnel and faculty if a student teacher's performance is to receive a meaningful evaluation.

A recent report from the State Board of Regents indicates that SBR universities already have multiple course listings on the third year level with field experience components. The Subcommittee was attracted to this procedure and recommended that all state teacher training programs require field experiences as at least a portion of the course work in three separate quarters or semesters.

A second, more significant recommendation addressed the need for a full probationary year of teaching experience prior to the issuance of certification by the state. This recommendation came from a concern that the mastery of academic knowledge is an important but non-conclusive indicator of a teacher's fitness to conduct a classroom. Other southern states have adopted a requirement that new teachers teach for one year under the supervision of a more experienced colleague before receiving certification. The Subcommittee agreed with this concept and recommended a probationary year for teachers graduating after May 1984. At the close of the probationary year, a teacher would receive recommendations from the principal and supervising teacher regarding the desirability of granting certification.

Certification

Any substantial improvement in the teacher training process cannot avoid discussion of teacher certification. The existence of certification in any profession reflects a desire to protect the public from fraud and incompetence. It is not a guarantee of effective job performance by persons who have been certified. Rather, certification signifies that minimum entry level skills, knowledge and attitude have been demonstrated.

There are several aspects to the issue of certification. The need for a state exit examination and a one year probationary period for teachers has been discussed. The Teacher Training Subcommittee also examined concerns voiced about the state's policy of endorsement certificates.

There is a general consensus by all parties that there are serious deficiencies in Tennessee's present endorsement policies. The most notable concern is the proliferation of endorsements. The state Department of Education currently grants teaching endorsements in 106 categories. Some of these areas are obsolete; others are so narrow in scope as to be impractical. Among the problems caused by so many endorsement areas is a distorted view of waivers ostensibly granted to teachers placed in a classroom without adequate training. In other words, a teacher with a history endorsement might well be qualified to teach political science despite the absence of a formal endorsement.

This problem was examined during 1983 by the state Advisory Council for Teacher Education and Certification. A report from the Advisory Council to the State Board of Education in August 1983 recommended a reduction in endorsements from 106 to approximately 50. This reduction would be accomplished by:

-the elimination of 18 endorsement areas

-the consolidation of 35 endorsement areas in approximately 12 areas

-the possibility of group endorsement in the general areas of Business, Industrial Arts, Science and Social Studies.

The Advisory Council is preparing proposals that would specify requirements for the new endorsements. The Subcommittee endorsed efforts to reduce the number of endorsements. Rather than place the recommendation in legislation, the Subcommittee chose to defer action until a final decision by the State Board of Education in early 1984.

A related but distinct issue involves add-on endorsements, or endorsements that are obtained by completing additional academic credit. The Subcommittee heard repeated criticism that the add-on endorsement policy in Tennessee requires lower levels of rigor and quality than can be justified. As stated, the shift from teaching one endorsement area to another might require little additional training. On the other hand, a shift from elementary English to high school math would suggest a much greater transition, and the need for additional preparation commensurate with the change. The Subcommittee adopted a recommendation that would require that college credits needed for add-on endorsements be comparable to the number needed for initial endorsements. The recommendation stated that new requirements would not include methodology courses previously completed in the same grade area.

The final area of certification addressed by the Subcommittee concerned the issue of periodic recertification. The debate regarding performance evaluations at regular intervals took place before the full Committee. The Subcommittee examined the more narrow question of academic credits needed to renew certification.

Tennessee currently requires that a teacher obtain certification renewal by completing three college courses in ten years. The Subcommittee was concerned that the regulations issued by the State Board of Education do not require that such credits come from upper division level courses. Further, the regulations do not specify that any credit taken be related to a teacher's area of endorsement.

The Subcommittee determined that the current requirements for certification renewal are damaging to the credibility of the certification process. The Subcommittee recommended that the policy be changed to require successful completion of two upper division level courses in the area of endorsement every five years. This requirement would not apply to teachers wishing to broaden their endorsement area.

Summary

The Subcommittee's recommendations collectively would represent a significant departure from present policy in the state's teacher training system. If adopted by the General Assembly, they would result in a restoration of reasonable admission and graduation standards, a broadening of the clinical teaching experience, a more rational policy of certification endorsements, an improvement in the certification renewal process and a heightened degree of accountability from the teacher training institutions.

These reforms alone will not resolve the concerns confronting the teacher profession. Their inclusion, however, is a critical part of a comprehensive solution.

FINDINGS OF THE INSTRUCTIONAL DEVELOPMENT SUBCOMMITTEE

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Senate Joint Resolution No. 96 directed the Select Committee on Education to study Tennessee's present program of in-service training. With an annual budget of more than $26 million, in-service training represents a significant portion of the state's education budget. Despite these resources, many educators believe that a majority of current in-service programs are not worth the investment. The Subcommittee on Instructional Development examined these concerns in the context of how changes might contribute to a comprehensive reform of the teaching profession.

In-service training by definition involves the idea that a teacher's skills can be improved after graduation from college. Indeed, one of the Subcommittee's most notable conclusions determined that the overwhelming portion of a teacher's classroom skills are acquired after the completion of college training. This conclusion led the Subcommittee to seek ways of modifying present in-service training guidelines in such a way as to complement the concept of a career ladder for teachers.

The Subcommittee's efforts were aided by a study of in-service education completed in September 1983 by the Statewide Council on Teacher Education. The council's report identified a number of problem areas in the state's in-service program. Among these was the concern that present statutory guidelines for the 200 day school year contribute to a confusion and inconsistency of organization among school systems. The current guidelines require 175 days for classroom instruction, 10 days for vacation with pay, 10 days for in-service training and 5 days designated by the local board of education. The result of this policy is a frequent inability of many teachers to find adequate time for administrative functions such as preparing bulletin boards or recording grades. Teachers are tempted to use in-service days for these duties, thus distorting the purpose and credibility of the in-service program.

At the request of the Statewide Council on Teacher Education and the Department of Education, the Subcommittee recommended changes in the present statutes governing the 200 day school year. The recommendations include lengthening the time for classroom instruction to 180 days, reducing the number of in-service days from 10 to 5, and designating 5 days for administrative functions. The Subcommittee believed that these changes would serve to maximize instructional time while establishing more clearly the forms of in-service training and administrative duties.

Determining a proper schedule for the school year proved to be an easier task than resolving the deficiencies of in-service training. One difficulty stems from the reluctance to impose rigid guidelines upon school systems which already provide quality in-service programs. In-service training ideally should be a response to unique needs of a local school. By trying to address the shortcomings of some school districts, the state runs a risk of threatening the quality of in-service programs in other, more conscientious districts.

Despite this fear, the Subcommittee determined that it is nonetheless desirable to reassess whether present in-service guidelines will address the training needs of future teachers. The issue is complicated by a general lack of research in the area of in-service training, particularly as it relates to student achievement. There is, however, an emerging academic consensus about the components of an in-service program that result in the acquisition by teachers of instructional skills. This consensus includes seven characteristics:

(1) The training must be focused on needs defined by the teachers and administrators themselves. As much as possible, the training agendas and the specific problems to be solved should be generated by individual learners or school-wide teams of educators.

(2) In-service training should be a continuous process which is integrated with the regular "workday" activities of the school.

(3) Since individual learning is affected by the support available from peers and administrators, in-service training should be school-based and should involve both teachers and administrators.

(4) Training should be both practical and theoretical enough to permit teachers to adapt what they learn to their particular experiences.

(5) Formal training should be followed up by collegial exchanges about the usefulness of what was taught.

(6) Supporting materials which are situation specific and in-class technical assistance which provides detailed descriptions of how new learning can be applied and tested should be provided.

(7) Evaluation of the activities should be an integral part of any training program.(9)

The Subcommittee examined these needs of in-service training with the idea of integrating the program into the design of a performance based career ladder plan for teachers. With the assumption that pre-service training is inadequate and a recognition that teacher attrition is most serious in the first four years, the Subcommittee was attracted to the possibilities of using in-service training as a way of improving the teaching skills of young teachers. Testimony before the Subcommittee indicated that teachers involved in the process of evaluation and staff development have a greater sense of professional satisfaction and lower rates of attrtition. The idea evolves from the belief that the best way to help teachers improve is not from outside consultants, but rather from a "looking glass" that identifies deficiencies without judgmental evaluations.

With this goal in mind, the Subcommittee recommended that the needs of Probationary and Apprentice teachers be given priority in the planning of in-service activities. These teachers would be assisted by supervising teachers and administrators in the development of competencies required by the State Certification Commission and the local board of education. This process would give teachers assurance that they are not being abandoned to the requirements of an ominous evaluation system. Instead,an atmosphere of mutual cooperation could be established that would let teachers know every available means would be employed to improve teaching skills.

The Subcommittee accompanied this recommendation with a second designed to provide mutually renewing relationships between local school systems and institutions of higher education. Tennessee's colleges and universities represent a vast reservoir of technical assistance to local schools. Moreover, this relationship has equal potential for re-familiarizing college faculties with the changing patterns of public education. The Subcommittee recommended that by 1985 a program be developed that would require all full-time college of education faculty members to further their professional development through personal involvement in the classroom. Such participation would be the equivalent of at least one-half day per week for a semester every five years. The program, to be developed by the State Board of Education, would take the form of in-service training activities for teachers, observation and evaluation of student teachers, or classroom instruction.

If adopted by the General Assembly, the Subcommittee's recommendations could serve to round out other proposals establishing a career ladder and higher standards for teacher training. Separately, they hold little promise for significant reform. Together, they would represent a landmark change in the structure and goals of the teaching profession.

THE PROPOSED EVALUATION SYSTEM

THE PROPOSED EVALUATION SYSTEM

While Senate Joint Resolution No. 96 directed the Select Committee on Education to study the feasibility of a performance-based compensation plan for teachers, it did not mandate that the Committee develop the specific process by which such a plan would be implemented. During the 1983 legislative session, the General Assembly authorized funds for the Interim Certification Commission. The Commission was composed of eighteen distinguished laypersons, eight of whom were teachers. The Commission was staffed by consultants hired by the state Department of Education.

The Select Committee on Education received testimony on several occasions from representatives of the Interim Commission. Subsequent to the Committee's recommendation of legislation, the Interim Commission voted to adopt criteria that would be used in the evaluation of teachers in the Career Ladder program. The evaluation criteria for principals and supervisors, while in tentative form, had not yet been finalized when this report was prepared for the General Assembly.

An attempt by the Committee to interpret the work of the Interim Commission would run the risk of misrepresentation. Still, a general understanding of how teachers and administrators would be evaluated is an important antecedent to public support of a performance-based salary structure for the teaching profession.

This report contains information about the Interim Commission's methodology and assumptions regarding evaluation criteria. Included in this chapter are:

A report to the Select Committee on Education from the executive director of the Interim Commission (Appendix IV)

Plans and guidelines for the development of assessment instruments

Recommendations and alternatives for scoring procedures

Proposed evaluation competencies and indicators for teachers

A proposal for the random selection of candidates for the Career Ladder

A methodology analysis of the evaluation system for principals and supervisors (Appendix V)

A critique of the Interim Commission's work by Dr. Lawrence Aleamoni of the University of Arizona.

The Committee was aware that the work of the Interim Commission is yet to be completed. Unanticipated problems with testing instruments could delay the final preparation of the evaluation process. Other contingencies, such as unexpected changes in the proposed legislation, also could affect the Commission's timetable. Despite these caveats, the Commission assured the Select Committee that if the General Assembly decides to adopt a performance-based salary plan, evaluation procedures will be ready for the beginning of the 1984-85 school year.

PLANS AND GUIDELINES

FOR DEVELOPMENT OF ASSESSMENT INSTRUMENTS

Plans for development and field testing of assessment instruments are designed to reach two goals: (1) To have all instruments ready for use by September 1, 1984, and (2) To meet all applicable standards of the American Psychological Association's *Standards for Educational and Psychological Tests* (1974 edition.) Here is the recommended general timeline:

Month	Activities
December 1983	Complete the plan, subject to technical analysis.
January 1984	Continue to consult with experts. Design data collection, analysis, and data management procedures.
February 1984	Field test the instruments. Prepare training procedures. Begin computer programming.
March 1984	Field test the training procedures. Finalize the instruments and all training procedures.
April 1984	Conduct training. Collect data.
May 1984	Computerize the data that has been collected. Test data management programs.
June 1984	Analyze the data.
July 1984	Determine standards. Finalize instruments and training manuals.
August 1984	Print materials. Train evaluators.
September 1984	Complete training program. Implement the assessment.

The exact procedures followed during development and data collection will depend on the types of instruments. The proposed procedures for currently anticipated instruments are based on a criterion-referenced approach. In this approach, the agreed-upon competencies and indicators form a fixed set of objectives to be measured. Each indicator is identified as appropriate for measurement by one or more instruments (data sources). Where possible, indicators are assessed by two or more instruments. This approach reduces bias associated with the method of measurement.

Once the data sources for each indicator have been identified, appropriate items are written for those indicators and the instruments are developed. These instruments are not viewed as unidimensional (measuring a single trait or construct); rather they are simply a way of obtaining information on individual items.

Once the instruments and training procedures for their use have been developed, then field testing, data collection, and data analysis are necessary. Field testing of instruments is designed to correct any flaws in item construction or administration procedures. Field testing of training procedures is designed to correct flaws in training procedures associated with the conduct and/or scoring of structured interviews, observations, written tests, and portfolio ratings. Data analyses, including generalizability studies, are designed to detect sources of variance in scoring and to revise procedures to minimize undesirable sources.

The data collection effort is a simulation of the entire evaluation process. It involves collecting information on the assessment instruments from a carefully selected sample of teachers, but this activity also collects other evidence of the teacher's effectiveness. Possible sources for this information include assessments from school systems or other states, student performance data, and administrator judgment.

These data are used, in turn, to provide information on the competencies and indicators. They are also used in the standard-setting process. Because such information provides incomplete evidence of teacher effectiveness, it is not used to eliminate competencies or indicators (although it may suggest the need for further study of some).

In its final form, each of these instruments will be accompanied by all necessary training materials and directions, a technical manual describing development procedures, and the results of all statistical studies. Statistical analysis of the data will be utilized to assure that the assessment procedures are reliable, valid, and unbiased for use in personnel decisions.

RECOMMENDATIONS AND ALTERNATIVES FOR SCORING PROCEDURES

The purpose of scoring items on the assessment instruments is to provide one or more scores which will be compared to a standard (or standards) to determine status in the career system.

Recommendations

- Scores should be generated for competencies rather than for assessment instruments.

  Teacher performance is related to competencies, not to performance on interviews, observations, etc. If a teacher "fails" it should be on a competency, not on an instrument.

- Competencies should be differentially weighted.

  Some are clearly more important than others.

- Weights should be assigned according to the judgments of a respected group of knowledgeable individuals.

  No single criterion score adequately represents the designated status categories. (See Example A)

- Weights should be expressed as point values associated with competencies. These points should be allotted among indicators and among sources of data within indicators as necessary.

  This is the most direct and easily understood method of scoring. It can be readily handled by computer. (See Example B)

- Two types of cutoff scores should be set. Minimum competency cutoffs should be set for screening variables and general cutoffs should be set for the overall score.

  Certain indicators (such as providing correct information) have independent importance. No degree of excellence in other areas can compensate for inadequacy in these areas. However, these indicators may not distinguish competent from excellent teachers. That distinction may best be specified on the total score since even the most excellent teachers may not be at the top level in all competencies.

- An informed judgment decision model should be implemented.

  The status decision should be based on a combination of objective data and expert judgment. To use objective data alone would miss the complexity of the instructional context and to misuse the expertise of the observers. To use expert judgment alone would risk a biased or idiosyncratic system. (See Example C)

- The evaluation team should be given the authority to require additional evaluation.

  Any invalid assessment should be repeated. Any circumstance in which evaluators are unable to agree as to the appropriate status should require the use of additional evaluators.

EXAMPLE A

There are two basic models for setting standards: The prediction model and the definition model. In the prediction model, the function of the assessment system is to predict the teacher's status on some other criterion. For example, if the function of the teacher assessment system is to predict how much teachers will increase student scores on standardized achievement tests (the criteria), then standard-setting must relate teacher scores on the assessment instrument to scores on the criteria (e.g. student gains on the standardized test). Categories must be established for the criteria (e.g. high gains, average gains, etc.) and translated to their equivalent teacher assessment scores which then become the cutoff scores on the assessment.

In a definition model, the assessment instruments provide the definition of the desired performance. Cutoff scores are set on the basis of informed judgment. Information about test content and other evidence of teacher effectiveness are used by the judges in selecting appropriate cutoff scores.

Both prediction and definition models require the use of judgment in determining standards. Both have the potential of utilizing information from a variety of sources in establishing and validating cutoff scores.

Both models have useful features. However, for purposes of establishing a career ladder for teachers, prediction models have two basic problems: (1) a single criterion score (such as student gains on a standardized achievement test) may not be adequate to represent the desired categories (e.g. professional, senior, distinguished senior) and (2) it may be as difficult to establish cutoff scores or categories on the criterion (e.g. student gain scores) as on the assessment itself.

EXAMPLE B

Point Allocation

	Data Sources					
	1	2	3	4	5	Total
Indicator A	15		5	5		25
Indicator B		25			10	35
Indicator C	5	5				10
Indicator D		2		3		5
Competency 1						75

Explanation:

If, for example, Competency #1 were allotted 75 points, these might be divided among the indicators with Indicator A receiving 25 points, B receiving 35 points, C receiving 10 points and D receiving 5 points. These points would be distributed according to the relative importance of the indicators.

Then for each indicator, the points would be further divided by data sources. If Indicator A were measured by Sources 1, 3 and 4, then Source 1 (perhaps observation data) might receive 15 points, and sources 3 and 4 (perhaps an interview and student questionnaire) 5 points each.

The scoring for each data source would then determine the points to be awarded. For the 15 points for Source 1 (observation) for example, each of 3 observations might be scored from 1 to 5 (total possible = 15)

The candidate's score would be the total of all points awarded. This could be calculated for each indicator and summed for each competency and for an overall total.

EXAMPLE C

Model 1: Minimal judgment

Each member of the evaluation team works independently to observe the classroom, rate the portfolio, and interview the teacher and principal. Questionnaires and tests are scored by computer. All scores are compiled by the computer, which prints a summary report. The only judgment involved is in the conduct and/or scoring of the instruments, and the training procedure aims to eliminate differences among observers/scorers as much as possible so that any trained team member will conduct and score everything approximately the same way.

Model 2: Data based consensus

Evaluators independently collect and score information. When all information is assembled, they meet to discuss it (including reports based on questionnaires and tests) and any unanticipated or extenuating circumstances they have observed. Using the scores in combination with their consensus judgment, they recommend that the status be awarded or denied (or that further evaluation be conducted) and prepare a report to support their recommendation.

Model 3: Voting model

Each member of the evaluation team works independently to collect the data and each independently recommends that the status be awarded or denied. If the total score and all three evaluators agree on the status, it is awarded. Otherwise, the evaluators meet to consider their differences and recommend additional evaluation procedures.

Proposed Structure of Competencies and Indicators with Illustrative Measurement Statements

December 14, 1983

I. Prepares for instruction effectively

A. Establishes appropriate instructional goals and related objectives consistent with the curriculum.

- Establishes long-term instructional goals
- Selects goals and sequences instructional objectives in accordance with goals
- Teaches the designated school system/state curriculum
- Addresses both lower and higher level thinking skills

B. Prepares instructional plans and materials incorporating principles of effective instruction

- Prepares teaching procedures for introducing instructional goals and objectives to learners
- Identifies content, materials, and media needed for the instructional program and arranges for them

C. Creates, selects or modifies instructional plans and materials to accommodate learner instructional levels

- Selects/adapts/creates instructional materials to accommodate learner differences

II. Uses teaching strategies and procedures appropriate to the content, objectives and learners

A. Provides a clear description of the learning task and its content

- Provides correct/current information
- Provides an overview of material to be covered
- Provides directions and explanations related to lesson content/concepts
- Helps learner recognize the integration of content/concepts
- Paces learning tasks according to difficulty of material

B. Monitors learner understanding and reteaches as necessary

- Identifies learner instructional levels before beginning instruction
- Clarifies directions and explanations when learners misunderstand
- Provides examples of how task is to be completed
- Distinguishes steps in the learning task
- Paces learning activities to accommodate learner differences
- Attends to learner needs in order of importance

C. Provides learners appropriate practice and review

- Requires learners to apply skills and concepts
- Uses responses and questions from learners in teaching
- Utilizes alternative and supplemental activities which address instructional objectives
- Requires learners to explain, compare or evaluate content/concepts
- Provides supervised practice with the application of content/concepts
- Provides seatwork/homework for independent practice

D. Establishes and maintains learner involvement in the learning task

- Helps learners recognize the purpose and importance of the learning activities
- Maintains learner focus on the learning task
- Provides learners opportunities to participate in learning tasks
- Monitors learner involvement with the learning task and adjusts teaching procedures to enhance learner involvement

III. Uses evaluation to improve instruction

A. Uses information about learner performance to improve the instructional process

- Uses teacher made or teacher selected evaluation materials or procedures to obtain information about student progress
- Uses learner performance data for diagnosis/remediation of learner needs
- Uses learner performance data for improving instructional content/curriculum
- Identifies diagnostic and assessment materials and procedures needed for the instructional program and arranges for them

B. Reports learner status and progress to learners and their parents

- Provides feedback/correction of errors during supervised practice
- Explains grading/scoring standards to learners and parents
- Returns corrected seatwork/homework, tests and other work promptly
- Provides specific information for improvement of work

IV. Manages classroom activities effectively

A. Establishes and maintains appropriate learner behavior

- Provides guidelines for learner behavior
- Applies specific and reasonable sanctions for inappropriate learner behavior in a consistent manner
- Provides feedback to learners about their behavior
- Controls situations in which inappropriate behavior is likely to occur
- Uses verbal and non-verbal classroom management techniques effectively

B. Establishes and maintains a classroom climate conducive to learning

- Demonstrates positive verbal behavior to learners

- Demonstrates positive non-verbal behavior to learners
- Indicates confidence that all learners can and will learn
- Encourages effort and progress
- Supports learner excellence and achievement

C. Makes effective use of classroom resources

- Minimizes the time students wait for assistance
- Minimizes the time spent getting ready for activities
- Minimizes disruptions to learning activities
- Provides clear and detailed plans and directions for substitutes, aides and other instructional assistants
- Utilizes assigned facilities to accommodate different types of learning activities
- Arranges classroom furniture and equipment to facilitate movement
- Arranges classroom materials and media to provide resources for learning accessible to the learner
- Indicates when the task is to be completed and maintains timeliness
- Integrates instructional resources with teaching procedures
- Handles minor interruptions without disruption to the current task

V. Establishes and maintains a professional leadership role

A. Improves professional skills and knowledge

- Takes formal coursework related to teaching assignment/advancement
- Obtains graduate degree(s) related to teaching assignment/advancement
- Participates in "non-required" staff development activities
- Uses ideas from books, professional journals and professional organizations to enhance classroom instruction

- Tries new methods/approaches in the classroom and evaluates their success
- Seeks and utilizes community resources to enhance classroom instruction

B. Takes a leadership role in improving education

- Conducts workshops/training sessions
- Creates materials/programs and shares with others
- Holds a leadership position in school/school system
- Receives special honor(s)
- Holds leadership position in educational organizations
- Assists in establishing school goals and takes an active role in achieving them
- Takes an active role in resolving school problems
- Promotes parent/community interest in the school
- Initaties activities and projects in the school
- Shares material and resources with peers and administrators
- Discusses professional topics with peers and others
- Assists peers and others in identifying and solving instructional problems
- Works cooperatively with peers, administrators and community members in planning and implementing curricular and extra-curricular activities

C. (Screening only)[1] Performs professional responsibilities efficiently

- Maintains accurate and up-to-date records
- Completes assigned tasks on schedule
- Arrives on time for class, meetings and other scheduled activities
- Uses leave appropriately
- Manages routine business and record keeping efficiently

- Exhibits professional conduct while in contact with students

- Follows applicable policies and procedures of the state

VI. (Screening only)[1] Communicates effectively

A. Writes clearly and correctly

- Handwrites or prints legibly

- Organizes written information

- Uses vocabulary and style appropriate to the level of the audience

- Uses correct grammar and mechanics

B. Communicates oral information effectively

- Speaks clearly at an appropriate pace and volume

- Organizes oral information

- Uses vocabulary appropriate to the level of the audience

- Uses grammar correctly

C. Reads professionally relevant literature/materials with comprehension[2]

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1. Minimum Competency skills for consideration by the Interim Commission
2. Recommended by Dr.W. James Popham

SELECTION OF APPLICANTS FOR EVALUATION

Upon request from the Interim Commission, the staff of the State Department of Education presented an explanation of random and stratified sampling techniques which could be used to select master teacher/master administrator applicants for initial evaluation. Random selection is a way to guarantee that each applicant will have an equal opportunity to be selected for early evaluation. For this reason, random selection is more likely to be seen as "fair" than any other approach.

If it is essential that the first master teacher and master administrator group include individuals with certain characteristics, then it may be necessary to stratify (group) applicants in some way. For example, if it is necessary to have individuals from all regions (or all districts) evaluated immediately, then it will be necessary to group applicants by region (or district) and to select a number of applicants from each group.

Any grouping of this sort, whether by location, grade level taught, subject area taught, sex, race or whatever, will result in favoring some applicants over others. If each of the three regions is to have an equal number of applicants evaluated, for example, applicants from the region which has the fewest applicants will be favored (have a greater opportunity to be selected). If equal numbers of applicants from each district are to be selected, this effect is even more pronounced.

The effect of designating certain patterns of representation is to increase the odds of being selected for some applicants at the expense of reducing them for others. This in turn raises questions of whether it is "fair" that some groups of applicants should be favored over others.

Random ordering of all the applicants for evaluation will not guarantee that all groups of interest (locations, grade levels, subjects, sexes, races, etc.) will be proportionally represented. In fact, if only a few applicants are to be evaluated initially, the representation may be relatively poor during the first stage of implementation. In view of the fact that the order in which applicants are evaluated is more likely to delay than to deny master teacher/master administrator evaluation, a lack of proportional representation may be more tolerable than a lack of fairness in the process.

REPORT TO THE SELECT COMMITTEE ON EDUCATION REGARDING TENNESSEE'S PROPOSED MASTER TEACHER/MASTER ADMINISTRATOR ACT

by

Lawrence M. Aleamoni
University of Arizona

Editor's note: This paper was drafted based upon the work of the Interim Commission up to November 1, 1983.

This report is based upon the materials provided to me by Mr. Billy Stair from August 11, 1983 to September 27, 1983 and the testimony that I made to the Select Committee on Education on October 18, 1983. My comments are organized into three topical categories, a general summary, and an appendix of specific suggestions concerning the various components of the Act.

Interim Certification Commission

I feel that the approach taken by the Commission to develop a comprehensive evaluation system is excellent. They designated the general areas in which they wanted specific competencies enumerated, generated a draft list of those competencies and then distributed them state-wide for direct input from other (concerned) teachers/educators. The Commission has been careful to use that input to improve the competencies listed in each designated area. In general, the competencies and student evaluation instruments appear to adequately represent the domain to be measured. For example, if I were to define the comprehensive system as consisting of (a) student/subordinate evaluations, (b) self-evaluation, (c) quality of student/employee performance, (d) peer (colleague) evaluation, and (e) a record of professional development activities, then I shall show how the present evaluation competencies fit into this framework. The student/subordinate evaluation criteria are presently detailed for teachers but need to be detailed for administrators even though some criteria are suggested in the "Administrator Competencies" document.

The format for self-evaluation of both teachers and administrators is suggested in the "Teacher Competencies" and "Administrator Competencies" documents.

The quality of student/employee performance criteria needs to be detailed for both teachers and administrators.

The peer (colleague) evaluation criteria need to be detailed for both teachers and administrators even though some are suggested in the "Teacher Competencies" and "Administrator Competencies" documents.

The record of professional development activities component is one that needs development of criteria and guidelines for evaluation.

I do feel, however, that some of the present competencies can be stated in a simpler form and that the student evaluation instruments can be reduced in scope by eliminating certain redundancies (see Appendix for specific suggestions). The competencies (in their final revised form) will provide a solid basis for distinguishing degrees of professional competence and, if appropriately applied, will not purposefully stack the candidates at any specific qualitative level.

Assistant Principals and Supervisors

Any comprehensive system of evaluation should include as candidates all those whose performance merits some level of evaluation. Since assistant principals and supervisors are doing jobs that result in some judgment of appropriateness and since they too would be interested in advancement, they should be included in the career ladder plan. The criteria one would define to establish guidelines and competencies should be comprehensive enough to cover principals, supervisors, and assistant principals and supervisors. It would, therefore, be possible to evaluate different individuals depending upon the criteria appropriate to their job description. It is important to note that accurate evaluation of one's competencies is dependent upon appropriate guidelines being established for each criterion so that they can be independently evaluated rather than having everyone evaluated on all criteria. Due to the varying job descriptions different criteria will apply.

Evaluation Process

In the original "Proposed Master Teacher/Master Administrator Act" (July 26, 1983) peer review via observation was stressed. The appeal of expert observation in the instructional and administrative setting must be tempered by the fact that such observation tends to be highly subjective and unreliable unless the process, criteria and guidelines are carefully defined. Furthermore, to ensure stability in the evaluations all observers must be carefully trained.

For teachers the most appropriate observation on the conduct of the course, interaction with students, method of presentation, etc. should come from the students who are taking the course. Research has demonstrated a high degree of relationship (.70 correlation between peer and student observation of the same instructors. Since peers are not able to experience the entire course as are the students they should be asked to evaluate other elements of the course and instruction that the students are not in a position to evaluate. Elements of the course and instruction that peers are more appropriate evaluators of are (a) knowledge of subject matter, (b) comprehensiveness of course content, (c) organization of course content, (d) procedureal adequacy of the course, (e) adequacy and quality of the examinations, etc.

All of the above elements can be evaluated in a non-observational format if the peers are provided with appropriate guidelines for the evaluation.

For administrators it is generally not practical to have observation take place in the actual work setting. Therefore, if one wants to get an accurate perfornace observation, a standardized setting or problem needs to be created into which all administrators can be introduced or exposed. The observers would then evaluate based upon carefully constructed guidelines and/or checklists tailored for the standardized setting or problem.

Evaluation, especially of teaching (or instruction), is viewed skeptically by those being evaluated because of previous experiences (in a punitive context) and the reliance on only one component to judge teaching effectiveness. In order to allay this skepticism, it is important to develop a system of multiple components of evaluative information such as student input, peer (colleague) input, self evaluation input, and quality of student learning input. These inputs can be designed to provide corroborative as well as unique information and should be couched in such a way as to encourage improvement. When such systems are developed with input from those who eventually will be evaluated, they tend to be received very well and result in improvement.

General Summary

The Tennessee plan for teachers and administrator evaluations is fundamentally sound. If the guidelines for evaluating the criteria are carefully developed and observation is limited to appropriate criteria then this plan will not only be successful in the State of Tennessee but will become a model for other states. It is important to periodically remind all those concerned that major goals of the plan are (a) feedback for improvement and (b) documentation for future advancement. On the whole, if the improvements and refinements are made along the lines that I have suggested and if the standards for each step in the career ladder are based on performance rather than on quotas, then this plan will be successful.

PROJECTED COSTS OF PROPOSALS
BY THE
SELECT COMMITTEE ON EDUCATION

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BY THE
SELECT COMMITTEE ON EDUCATION

The implementation of a performance-based salary schedule for teachers and principals would require substantial increases in expenditures and revenues. The Committee did not believe it proper to recommend to the Senate and House Finance committees how such revenues should be generated. The Committee did, however, determine that its report to the General Assembly should give a reasonable estimate of the costs associated with the Committee's recommendations.

The following cost projections should be interpreted carefully. The numbers involved are large, and will vary greatly according to assumptions yet to be finalized by the General Assembly. The most important of these assumptions are the size of the across-the-board pay raises during the next three fiscal years and the speed with which the Department of Education would implement a new salary structure.

The recommendations adopted by the Committee would have "fast tracked" the implementation of a Career Ladder plan. This would have been accomplished by allowing all teachers with sufficient experience to enter the first level of the Career Ladder by obtaining a passing score on the Specialty Area Test of the National Teacher Examination. Subsequent to this recommendation, the Education Testing Service has indicated that it may not allow its tests to be used for teachers already employed. For this reason, cost estimates must be presented according to two differing assumptions. The first would assume that the legislation would be implemented as adopted by the Committee. The second would assume a more gradual implementation as conceived in SB 1000/HB 1081.

The Committee's recommendations included a program to hire teachers aides in grades 1-3 and grants to math and science students. With the additional recommendation of a 10 percent across-the-board raise for 1984-85, and an estimated 5 percent raise for each of the next two fiscal years, the Committee's proposals would have the following approximate costs over the next three years.

	1984-85	1985-86	1986-87
*Career Ladder	$50,000,000	$85,000,000	$122,500,000
10% Pay Raise	68,000,000	68,000,000	68,000,000
5% Pay Raise	-----	34,000,000	68,000,000
Teachers Aides	6,500,000	13,000,000	20,000,000

*These figures are based upon the assumption that 90% of the state's teachers would participate in the Career Ladder Program.

A second method of implementation of the Career Ladder would be from the "top down," as opposed to the "bottom up" version adopted by the Committee. This method would focus first on selecting teachers at the top rung of the ladder. The following two years would involve evaluations and selections for the remainder of the ladder. With this approach, the estimated three-year costs for the Career Ladder would be:

	1984-84	1985-86	1986-87
Career Ladder	$17,000,000	$52,000,000	$122,500,000

The preceding cost estimates need to be accompanied by the additional costs of the remainder of the proposed Better Schools Program to give an accurate picture of education expenditures for the next three years. Combined with the two implementation proposals, the entire program would reflect the following costs.

Elementary & Secondary:	1984-85	1985-86	1986-87
Career Ladder (Fast Track)	$50,000,000	$85,000,000	$122,500,000
Better Schools	42,700,000	18,100,000	20,400,000
10% Pay Raise	68,000,000	68,000,000	68,000,000
5% Pay Riase	---	34,000,000	68,000,000
Teachers Aides	6,500,000	13,000,000	20,000,000
Math & Science Grants	200,000	300,000	400,000
Sub-Total	$167,400,000	$218,400,000	$299,300,000
Higher Education:			
Better Schools	$37,000,000	$53,000,000	$70,000,00
10% Pay Raise	43,300,000	43,000,000	43,300,00
5% pay Raise	----	21,500,000	43,000,00
Capital Outlay	65,000,000	----	-----
Sub-Total	$145,300,000	$117,800,000	$156,300,0
Grand Total	$312,700,000	$336,200,000	$455,600,00
One Cent Sales Tax	$278,000,000	$295,000,000	$313,000,00
Business Tax	70,000,000	74,000,000	78,000,00
Grand Total	$348,000,000	$369,000,000	$391,000,00

(These figures are based upon the assumption of 6% growth in the sales tax revenues for 1986 and 1987. Committee members should note that this 6% growth would also occur with the present sales tax base.)

Elementary & Secondary:	1984-85	1985-86	1986-87
Career Ladder (Gradual Phase-in)	$17,000,000	$52,000,000	$122,500,000
Better Schools	42,000,000	18,100,000	20,400,000
10% Pay Raise	68,000,000	68,000,000	68,000,000
5% Pay Raise	---	34,000,000	68,000,000
Teachers Aides	6,500,000	13,000,000	20,000,000
Math & Science Grants	200,000	300,000	400,000
Sub-Total	$134,400,000	$185,400,000	$299,300,000
Higher Education:			
Better Schools	$37,000,000	$53,000,000	$70,000,000
10% Pay Raise	43,300,000	43,300,000	43.300,000
5% Pay Raise	----	21,500,000	43,000,000
Capital Outlay	65,000,000	---	---
Sub-Total	$145,300,000	$117,800,000	$156,300,000
Grand Total	$279,700,000	$303,200,000	$455,600,000
One Cent Sales Tax	$278,000,000	$295,000,000	$313,000,000
Business Tax	70,000,000	74,000,000	78,000,000
Grand Total	$348,000,000	$369,000,000	$391,000,000

SUMMARY OF RECOMMENDATIONS

SUMMARY OF RECOMMENDATIONS

The Select Committee on Education was created by Senate Joint Resolution No. 96 of the Ninety-third General Assembly. The Committee was directed to study the varied proposals contained in SB 1000/HB 1081 and SB 1125/HB 1099. The resolution also directed the Committee to examine the issues of college preparation and in-service training as they relate to the quality of the teaching profession.

The testimony received by the Committee indicated that demographic and economic trends will combine to threaten a shortage of well-qualified teachers within the next ten years. This shortage will be caused primarily by a sharp decline in the number of students who are preparing to teach and a large and consistent attrition rate among teachers during their first four years of employment.

Success in avoiding a shortage of good teachers will depend upon restoring to the teaching profession financial incentives, public prestige and the promise of professional growth. The Committee determined that it would be unlikely to achieve all these goals through a continuation of the present single salary schedule.

The proposed legislation adopted by the Committee contains ideas taken from both SB 1125/HB 1099 and SB 1000/HB 1081. The foundation of the legislation is a performance-based Career Ladder plan for teachers, principals and supervisors. Progress up the Career Ladder would be based in part upon evaluations composed of objective, specified criteria. Participation in the Career Ladder would be voluntary for any present teacher and mandatory for any teacher certified after July 1, 1984.

Maximum salary supplements would be $1,000 for the first step of the Career Ladder, $4,000 for the second step and $7,000 for the highest step. Any teacher may choose to remain at any of three steps. Every teacher, however, would be subject to evaluation every five years in order to remain at the same professional level. There would be no quotas attached to participation in the Career Ladder. An emphasis upon staff development would characterize the evaluation process, and would be the focus of a new Principals Academy and a modified in-service training program.

Entry into teacher training at state universities would be contingent upon passing the California Achievement Test and a standardized written composition. State certification would require passing a State Examination and successfully completing one year as a probationary teacher. Certification renewal would require completion of two upper-level courses and a successful performance evaluation every five years.

The legislation also contains proposals that would lengthen from 175 to 180 the number of instructional days, while designating five days for in-service training and five days for administrative duties. A major objective of in-service training would be correcting deficiencies of younger teachers. Education faculty members from state institutions would be required to participate in staff development training of teachers on a periodic basis.

Contained in the Committee's recommendations but not in the legislation was a proposed 10 percent across-the-board increase for all K-12 and higher education employees.

The Committee determined that none of these recommendations alone would adequately address the problems confronting Tennessee's teachers. Collectively, however, the recommendations represent the Committee's belief that self-esteem and public prestige can yet be restored to the teaching profession.

MINORITY REPORT

MINORITY REPORT

The Select Committee on Education was given a difficult task by the General Assembly. The issues examined by the Committee were complex and often emotional. The Committee's recommendations, if approved by the legislature, would have a profound impact on public education in Tennessee. While many of these recommendations are worthy of support, some proposed policy changes could prove disruptive and potentially damaging to the teaching profession. Likewise, it is possible that successful reform in public education might be impeded by needed changes that the Committee declined to recommend.

In considering the proposed legislation adopted by the Committee, the General Assembly should examine carefully the potential impact of policy changes on the relationship between state and local government. Over time the guiding philosophy in Tennessee has been a desire to retain maximum control of education policy in the hands of local school boards. This philosophy has contributed greatly to the success and public support of education. Any policy change that threatens the perception of local control should be weighed against the consequences of such a change on the vitality of public education.

One aspect of the Committee's recommendations could jeopardize the idea of local control of education. Among the recommendations was a decision to authorize the state to make the final determination as to whether a teacher would be admitted to the Career Ladder after the fourth year of employment. At present the local school board, by virtue of granting or denying tenure, is the sole "gatekeeper" of the teaching profession. By granting this authority to the state, a dual system would be constructed in which the local board would have authority over tenure while the state would have discretion over accessibility to the Career Ladder. The possibility exists for a local board to grant a teacher tenure (by definition, the acknowledgement of adequate teaching skills) while the state would deny the same teacher entry onto the Career Ladder. The inconsistency evident in such a policy could produce antagonism between the state and local school boards, and serve to weaken the credibility of the evaluation process.

Another of the Committee's recommendations would alter the current status of local control by circumventing the present tenure law. By giving the state authority to reevaluate teachers periodically and determine if those teachers are worthy of continued state financial support, the General Assembly would be diluting the concept that members of a local school board are the best judges of who should teach in their schools. The best of intentions are unlikely to prevent the anxiety and discord that will follow a transfer of this authority from the debate of local school boards to the inpersonnal judgment of a state evaluation.

The extent to which a performance-based salary plan can succeed is linked directly to the process by which classroom performance is evaluated. The evaluation process conceived by the Committee would involve three professional peers from another school system who would each conduct three evaluations. This procedure raises two important questions about the nature of education governance and the adequacy of the evaluation instrument.

An initial concern must be whether such a limited number of evaluations would be sufficient to make an accurate determination about a teacher's professional future. With so much at stake for both the students and the teacher, the legislature should examine the potential advantages of granting principals a much more substantive role in teacher evaluations. Doubts about the viability of using principals as evaluators have focused largely on the fact that principals are ill-trained for such purposes. At present these doubts are valid. But the central question is whether principals should be excluded from the evaluation team because of current deficiencies, or if they should be trained adequately and allowed to participate.

The effort to have all of Tennessee's 1,700 principals trained to conduct meaningful evaluations is not an unrealistic endeavor. Improved coordination of college training would be one sensible approach. A second, and perhaps more appealing way would be through the creation of a Principals Academy as recommended by the Committee. A combination of these two training mechanisms could provide the state with an evaluation process at once more thorough and less cumbersome than the one currently under consideration.

A third portion of the Committee's proposed legislation also could prove to have an unforeseen impact on local administration. In recent years the equity of the teaching profession has been enhanced by the practice of professional negotiations between teachers organizations and local school boards. Apparent ambiguities in the Committee's recommendations could prove damaging to locally negotiated provisions for posted vacancies, voluntary transfers and seniority considerations. It would be misguided for any legislation to be enacted without proper attention to these concerns.

Two other actions by the Committee deserve mention. In the desire to improve the quality of public education, the Committee may have focused too much of its effort on reforming the role of the teacher, and too little on the classrrom conditions that are an equally important factor in student achievement. The recommendation that would provide teachers aides for grades 1-3 is a step in the right direction. A more meaningful approach, however, would have been a recommendation to lower the pupil-teacher ratio. Fiscal considerations notwithstanding, a phased lowering of the pupil-teacher ratio to 20-1 in grades 1-3 could well prove more beneficial to student learning than the remainder of the Committee's recommendations.

A final observation is required in regard to the Committee's recommended across-the-board salary increase for teachers. As meaningful as a Career Ladder might be in terms of professional development or self-esteem, deferred financial gratification will not serve to attract quality students to the teaching profession. To bring about any significant change in current attrition rates for teachers and student preparing to teach, a salary increase of at least 15 percent is imperative.

As stated, the Select Committee on Education struggled admirably with an extremely difficult task. These comments are submitted with the hope that they will be a constructive contribution to the General Assembly's consideration of this important matter.

Submitted By:

Representative Work
Representative King
Representative Starnes
Senator Crockett

APPENDIX

APPENDIX I

NOTES

1. Schlechty, Phillip C. and Victor S. Vance. Recruitment, Selection and Retention: The Shape of the Teaching Force. *The Elementary School Journal*, vol. 83, no. 4. March, 1983, p. 470.

2. Ibid, p. 476

3. Gallup, George. The 15th Annual Gallup Poll of the Public's Attitudes Toward the Public Schools. *Phi Delta Kappan,* vol. 65, no. 1. September, 1983

4. Rist, Marilee. Our Nationwide Poll: Most Teachers Endorse the Merit Pay Concept. *The American School Board Journal*, vol. 170, no. 9. September, 1983 p. 23-27.

5. Robinson, Glen. Concerns in Education. *Education Research Service Report*, May, 1983. p. 3-4

6. Ibid., p.5

7. Sykes, Gary. Public Policy and the Problem of Teacher Quality: The Need for Screens and Magnets. National Institute of Education, 1983. p. 3

8. Schlechty and Vance, p. 477.

9. Deck, Lynton. Vanderbilt University, Testimony Before the Select Committee on Education, Nashville, September 15, 1983.

APPENDIX II

The following is a list of those persons who testified before the Select Committee on Education.

Dr. Jay Robinson, Superintendent, Charlotte-Meckelenburg
Schools
Charlotte, NC

Dr. Phillip Schlechty, Professor of Education
University of North Carolina

Jerry Blair, Superintendent, Lake Placid Schools
Lake Placid, NY

Ms. Linda Bond, Senate Education Committee
California General Assembly

Dr. Robert Saunders, Dean, College of Education
Memphis State University

Dr. Richard Wisniewski, Dean, College of Education
University of Tennessee

Dr. James Stamper, Dean of Academic Affairs
Belmont College

Dr. Eva Galambos, Task Force Staff Director
Southern Regional Education Board

Dr. Billy Reagan, Superintendent, Houston Independent Schools
Houston, Texas

Dr. Susan Rosenholtz, Vanderbilt University

Dr. Robert McElrath, Commissioner, Department of Education

Dr. Roy Stinnet, Dean, College of Education,
University of Tennessee at Chattanooga

Dr. Lynton Deck, Director, Learning Technology Center
Vanderbilt University

Ms. Donna Cosner, President-Elect, Tennessee Education Association

Estel Mills, Superintendent, McNairy County Schools

Lynn Twymann, History, Huntingdon Jr. High School

Jeanette Schlaeger, English, Cleveland High School

Margeret Horsnell, Murrell School, Nashville

Jerry Frazier, Assistart Principal, Bradley County High School

Lone Sisk, Knoxville Education Association

Dr. Russ French, Dr. Francis Trusty
Department of Education, University of Tennessee
Interim Certification Commission

Dr. Wayne Brown, Tennessee Higher Education Commission

Dr. James Hadden, University of Tennessee at Martin

Ms. Virginia Koehler, National Institute for Education

Dr. James Collins, Syracuse University
National Council of States for In-Service Education

Dr. Charles Bawl
Head, Department of Art and Music Education
University of Tennessee

Dr. Lawrence Aleamoni, University of Arizona

Walter Armstrong, Governor's Commission on Teacher Training Institutions

Dr. Helen Bain, Tennessee State University

Lynn Johnson, Tennessee School Boards Association

Marilyn Rauth, American Federation of Teachers

Senator Stratton Taylor, Oklahoma General Assembly

APPENDIX III

TEACHER COMPENSATION AND CAREER LADDERS:

POLICY IMPLICATIONS FROM RESEARCH*

Susan J. Rosenholtz
Assistant Professor of Education and Sociology
Vanderbilt University

Mark A. Smylie
Research Assistant
Peabody College of Vanderbilt University

December 1983

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*This paper was commissioned by the Tennessee General Assembly's Select Committee on Education. The views expressed here do not necessarily represent those of Committee or of the Tennessee State Department of Education.

TEACHER COMPENSATION AND CAREER LADDERS:

POLICY IMPLICATIONS FROM RESEARCH

Between now and 1990, some 1.8 million men and women will graduate from teacher education programs in the United States (NCES, 1981). During the same period, the nation's schools will hire 1.6 million new teachers--a number equivalent to two-thirds of the current teaching force (NCES, 1981). The teaching profession will move within this period from a condition of excess supply to one of mounting demand, as school enrollment steadily increases (NCES, 1981).

While these major changes are occurring in the teacher marketplace, the capacity of the education profession to recruit, select, and retain teachers of high academic ability rapidly diminishes. There is at present, for example, a sharp decline in college entrance test scores for students preparing to teach compared to the population of teacher trainees ten or more years ago (Schlechty & Vance, 1981; Vance & Schlechty, 1982; Weaver, 1979, 1981). Weaver (1979) presents convincing documentation of this trend using several different measures of academic ability, including the Scholastic Aptitude Test (SAT), the American College Testing Program (ACT), high school grade point averages,the Graduate Record Examination (GRE) and the National Teacher Examination (NTE). Not only are the average SAT scores of college-bound high school seniors who plan to major in education far below the average for other college-bound seniors; when compared to a decade ago, prospective education majors' test scores are declining at a more rapid rate than those of the national college-bound population as a whole (Weaver, 1981). A decline in teachers' academic credentials has also been documented in other studies (Schlechty & Vance, 1981; Vance & Schlechty, 1982).

Of equal concern in the quest for academically capable teachers are the patterns of teacher attrition and retention among those who do choose teaching as a profession. Schools are unable, it seems, to retain the most academically able teachers. Vance and Schlechty (1982), for example, found that among teachers in the upper 20% of measured verbal ability, only 26% intended to teach at age 30, while 57% of those with the lowest verbal ability intended to teach at age 30. Parallel results have been found in studies of teachers who actually defect (Schlechty & Vance, 1981; Sharp & Hirshfield, 1975; Pavalko, 1970).

Underscoring the severity of the situation are studies which show a direct, strong relationship between measures of teachers' verbal ability and student learning outcomes (Summers & Wolfe, 1977; Winkler, 1972; Levin, 1970; Hanushek, 1977; Bruno & Doscher, 1981; Murnane & Phillips, 1978). In other words, teachers with high academic ability are far more likely to succeed in helping students learn than are teachers with low academic ability.

Combining the findings above, these studies strongly indicate that those persons who are most likely to succeed in the classroom with students are also the least likely to enter and to remain in the profession. To the extent that the nation's schools are unable to both attract and retain these more capable persons, the quality of instructional services will diminish. And the ability of schools to attract and retain good teachers depends, as we shall see below, on the incentives and opportunities that the profession of teaching offers, and on the organizational conditions under which teachers work.

Many state and local governments, in response to a growing public demand to upgrade the skills of teachers and improve the quality of education, propose to address some of these problems through a variety of initiatives that include teacher compensation and career ladder plans. It is believed that career ladders and incentive pay plans will improve the quality of teaching in several different ways, and thus improve the potential for student learning. By providing salary increases and promotions within the profession, these proposals seek to make teaching more competitive with other professions in order to attract and retain better qualified persons. In addition, by tying salary increases and promotions to levels of teaching competence, these proposals intend to provide incentives for individual teachers to improve and hence become more effective in the classroom.

Underlying these proposals are several assumptions about what influences persons to enter and leave teaching, about how teachers function in schools, and about how teachers learn to become more effective in the classroom. These assumptions suggest, in part, that teachers have the individual capacities or resources to improve given proper incentives. Further, they suggest that teachers are most responsive to financial incentives and professional status in their decisions to enter and leave the profession and in their efforts to improve.

These assumptions have direct implications for decisions regarding teacher compensation and career ladder plans. Within the present paper we explore the empirical justification for these assumptions by examining research evidence that addresses the following issues: Why do teachers enter and leave the profession? How do teachers learn to teach? How do they acquire and develop skills that make them most effective in the classroom? What opportunities and conditions promote the highest levels of teachers' skill acquisition and development?

In addition to these questions we explore how the above conditions might optimally be affected by policy intervention, and how programs such as teacher compensation and career ladder plans might logically be expected to affect educational improvement efforts.

Why Teachers Enter and Leave the Profession

Entry Into Teaching

Decisions to enter the teaching profession seem to be influenced by three major factors: 1) personal definitions of career success and status, 2) the availability of professional alternatives that are thought to satisfy those definitions, and 3) the feasibility of attaining those professional alternatives.

The availability of professional alternatives to teaching and the feasibility of attaining those alternatives change with historical circumstance and the condition of job and labor markets (see, for example, Schwarzweller & Lyson, 1978; Falk, Falkowski, & Lyson, 1981; Roberson, Keith, & Page, 1983). To illustrate, new employment opportunities for women that have arisen due to affirmative action programs over the past decade now compete successfully with the occupation of teaching for the most academically able women (Weaver, 1981; Schlechty & Vance, 1981).

The reasons that individuals consider teaching or pursue other alternatives have much to do with a perceived fit between occupational factors and the meaning of professional success for the individual, and with a perceived likelihood that a particular occupation will yield professional success as that individual has defined it (see Holland, 1973). Individuals who do not choose teaching as a career frequently cite low salaries and low occupational status as major reasons for seeking alternatives (Musemeche & Adams, 1978; Greenberg & McCall, 1974; Page, Page, Hawk, & Lindsey, 1981; Page & Page, 1982; Roberson et al., 1983; Bogard, 1983). These persons see opportunities for better pay elsewhere and may attach greater importance to income and status than individuals who aspire to teach (Musemeche & Adams, 1978; Roberson et al., 1983). Indeed, teachers and student teachers alike cite low salaries and low status as the two least encouraging factors in attracting more qualified applicants into the profession (Bredeson, Fruth, & Kasten, 1983; Page & Page, 1982).

Those aspiring to teach appear to place much less importance on earning a high income, perhaps, as some have suggested, because higher paying alternatives are unavailable (Lortie, 1975; Weaver, 1981; Schlechty & Vance, 1983). Job security and upward mobility seem less important reasons for entering teaching today than they did 10 or 15 years ago (see Falk et al., 1981; Roberson et al., 1983).

Instead, persons who aspire to teach and who enter teaching are motivated by more intrinsic factors. They explain their decision to enter teaching by citing the importance of working with children and helping them learn (Lortie, 1975; Wood, 1978) and their desires to work with others (Roberson et al., 1983). Teachers within the profession also cite the human contributions that can be made as the most encouraging factor related to occupational choice (Page & Page, 1982).

These findings considered with those that describe the declining academic ability of the teacher workforce, have important implications. Low starting salaries and low status appear to be major impediments to initially attracting more qualified people into the profession. Efforts to attract more academically able applicants, then, should focus both on raising base pay for teachers, and on raising the social status of teaching. The two are complementary proposals. It is the academically talented who, because of low salary, presently seem to reject teaching as career option. But ironically, these same individuals show the greatest potential for raising the status of the profession, because it is they who have the highest probability of teaching success. It is therefore altogether likely that salary increases, in their capacity to attract more academically able students, would be accompanied, over time, by an improvement in educational productivity. However, as we shall see below, raising salaries alone is not sufficient to retain good teachers once they have entered the profession.

Teacher Retention

Organizational theory suggests that persons are motivated to remain in an occupational setting only so long as the rewards they are offered are as great or greater than the level of effort they are asked to expend (March & Simon, 1958). Specifically, for teachers to remain in teaching, the rewards must outweigh the frustrations. If they do not, the likelihood of defection from teaching increases substantially.

As might be expected from the research on entry into the profession, teachers stress the importance of intrinsic as opposed to monetary rewards (Lortie, 1975; Bishop, 1977). The primary reward teachers hope to derive is a sense of being instrumental to students' academic growth--a belief or a sense of efficacy in their own ability to positively affect student performance (Lortie, 1975; Glenn & McLean, 1981; Bishop, 1977; Bredeson et al., 1983; Sergiovanni, 1974; McLaughlin & Marsh, 1978). This sense of efficacy is highly related to teachers' perceptions of professional accomplishment which in turn relates directly to teacher retention and attrition. That is, teachers who do not experience the intrinsic professional rewards of teaching have the greatest probability of defection (Litt & Turk, 1983; Chapman & Hutcheson, 1982; Bredeson et al., 1983). Thus, for most teachers, student learning or progress is a needed inducement to stay in teaching.

Research on teacher attrition provides some insight into the importance of teacher efficacy in decisions to leave the profession. Predictably, persons who leave teaching report feeling a low sense of efficacy about their own success with students (Prataccia &

Hennington, 1982; Litt & Turk, 1983). Indeed, studies of the relationship between a teachers' sense of efficacy and student learning confirm that teachers who do not believe they can reach all students produce, in fact, far fewer classroom learning gains than teachers who believe they can (McLaughlin & Marsh, 1978; Ashton, Webb, & Doda, 1983; Armor, Conry-Osequera, Cox, King, McDonnell, Pascal, Pauly, & Zellman, 1976; Azumi & Madhere, 1983; Brookover, Beady, Flood, Schweitzer, & Wisenbaker, 1979).

Not surprisingly, specific reasons that teachers give for leaving the profession tie directly to those conditions that affect their ability to make a difference in student learning. These reasons include lack of opportunity for professional growth (Chapman & Hutcheson, 1982; Frataccia & Hennington, 1982; Bredeson et al., 1983), inadequate preparation time (Page et al., 1983), conflict with and lack of approval or support from principals and other administrators (Corwin, 1965; Chapman & Lowther, 1982; Chapman, 1983a; Chapman & Hutcheson, 1982; Bredeson et al., 1983; Litt & Turk, 1983), and failure to deal effectively with student misbehavior (Bredeson et al., 1983; Litt & Turk, 1983). Most revealing, teacher attrition is highest from ineffective inner city schools (Becker, 1952; Murnane, 1981; Bruno & Dosher, 1981; Dworkin, 1980; Griffiths, Goldman, & McFarland, 1965; Greenberg & McCall, 1974; Morris, 1982) where the problems of slow academic progress, student misbehavior, poor administrative support of teachers, and a lack of opportunity for professional growth converge (Leacock, 1969; Levy, 1970; CSDE, 1980; Phi Delta Kappa, 1980; Morris, 1982; Armor et al., 1976).

Teachers do cite money as a contributing factor in their decisions to leave the profession (Chapman, 1983b), but low salary is generally subordinate to other factors that relate to teachers' ability to succeed in the classroom (Bredeson et al., 1983; Chapman & Hutcheson, 1982; Frataccia & Hennington, 1982).

Teaching has always been an easy exit and re-entry career, and one, therefore, with extremely high turnover (Charters, 1970; Lortie, 1975; Levin, 1970). While a lack of variation within the structure of teaching has prohibited study of the underlying causes for easy exit and re-entry, sociologists, comparing teaching to other professions without attrition problems, offer the following observations. First, the lack of career stages in teaching, unlike other professions, provides little opportunity for upward mobility which is the essence of a career (Lortie, 1975). Career stages orient people to the future; their absence in teaching, then, creates a present rather than a future orientation. There are no costs--in terms of career advancement--associated with leaving teaching at one point and reentering sometime later.

Second, salaries in teaching are also "career-less." Beginners know what they will earn in the future and can see that long service carries with it limited rewards (Lortie, 1975). Unlike other professions, earnings in teaching begin relatively high with respect to one's ultimate earning potential (Lortie, 1975). Teachers at the top of their salary schedule are likely to be relatively young professionally. As Schlechty and Vance (1983) note, teachers who attain the top of their salary schedules--after about fifteen years of service--are only slightly older than doctors completing their residency. At precisely the same point that other professionals begin climbing toward their earning potential, the earning potential of teachers has already peaked.

Research, then, strongly suggests that once teaching is chosen as a career, increasing teachers' success with students will increase the probability that teachers will remain in the profession. While issue of salary may enhance the decision to leave or stay, in and of itself, it will not assist in retaining teachers to the same extent as issues of efficacy, particularly where working conditions impede teachers' instructional success. Further, the fact that teaching is a stage-less occupation, with little in the way of substantial economic or career advancement to look forward to, may also contribute to high attrition rates. To address the primary retention strategy of improving teachers' success with students, we turn now to research that describes how teachers learn to become effective in the classroom and what conditions and opportunities promote their ongoing skill development and mastery.

Learning to Teach

While teachers vary in their academic and experiential preparation prior to service, beginning teachers usually feel wholly unprepared for the realities they encounter with their first class of students (Purcell & Seifert, 1982; Coates & Thoresen, 1976; Fuller, 1969; McArthur, 1978). Indeed, when experienced teachers look back upon their formal pre-service training, the majority of them remember their education coursework as too theoretical and not sufficiently practical (Dreeben, 1970; Lortie, 1975; Garde, 1978).

The proposition that preservice teacher education coursework does not provide adequate training has received little attention by researchers, and the studies which have been conducted on the topic are generally methodologically flawed (Good, Biddle, & Brophy, 1975). One notable exception is a recent study that compared the performance ratings of 82 secondary student teachers who had taken varying amounts of education coursework (Denton & Lacina, 1983). Student teachers taking more education courses were no more likely to be evaluated as instructionally effective than those without such coursework. The adequacy of teacher preservice programs, then, is at best in question (see Gideonse, 1982, for a similar conclusion with recommended changes).

Given the apparent disjuncture between teacher education programs and classroom experiences it is little wonder that "reality shock" has been used to describe what new entrants into teaching encounter, as idealism and romanticism give way to an understanding of what behaviors one must command prior to teaching students anything (McArthur, 1978). Specifically, before one can teach students it is necessary for them to be quiet and attentive. Indeed, when teachers are forced to spend classroom time dealing with student misbehavior, they do so at the expense of student learning gains and their own professional rewards (Cooley & Leinhardt, 1980; Brophy, 1983; Stallings, 1980; Rosenshine, 1979). Learning to manage student behavior is thus the first important task of the teaching apprentice. Unfortunately, it is a classroom skill that is apparently neglected within the coursework of many preservice programs (Haberman, 1983;

Stark et al., 1980; Johnson & Ryan, 1983; Page et al., 1983; Moore & Hanley, 1982).

The Problem of Professional Isolation

If teachers do not acquire essential skills within the coursework of their preservice programs, how then do they learn to teach? The acquisition of skills related to teaching, the type of skills that one acquires, and the extent of one's potential skill development, all depend in large measure on the school setting into which the beginner is inducted. In the majority of schools, which we will refer to as traditional settings, the greatest impediment to the development of teaching skill is professional isolation. Given the "cellular" organization of most schools, teachers spend large portions of their days isolated physically from colleagues, without benefit of seeing or hearing others in the act of teaching. In Lortie's (1975) sample of elementary and secondary level teachers, for example, 45 percent reported having no contact with other teachers in the course of their workday, and another 32 percent reported having only occasional contact.

Teachers in such settings frequently believe that they alone are responsible for running their classrooms and that to do so successfully requires a maximum amount of autonomy or independence (Lortie, 1975). They frequently fear that requests for assistance from other colleagues imply a lack of teaching competence (Glidewell, Tucker, Todt, & Cox, 1983; Lortie, 1975; Bishop, 1977). This fear is particularly acute for the beginning teacher (Hoy, 1969; Silvernail & Costello, 1983; Warren, 1975). In fact, because of the implications requests for or offers of assistance have for teaching competence, most colleagues feel clear moral constraint against offering or asking for suggestions about even the most routine matters (Glidewell et al., 1983; Lortie, 1975; Walberg & Genova, 1982).

In traditional school settings, informal relations among teachers, when present, are unlikely to center around the substance of teaching as a common work activity. Teachers do talk to one another, but their conversations are rarely based on topics of instructional strategies or goals. Bishop (1977) found, for example, that despite a relatively extensive set of informal networks existing in traditional schools, teachers tend not to become involved with their friends in work-relevant issues. Instead, social conversation predominates (Bishop, 1977; Little, 1982; Levy, 1970). When work-relevant conversation is observed in traditional settings, it generally does not take the form of problem solving. Rather, teachers engage in "experience swapping," where related classroom experiences are sympathetically shared (Glidewell et al., 1983; Willower & Jones, 1963).

With little work-related interaction among colleagues, with ideas about autonomy mediating strongly against asking for or offering assistance, and with possible risks of exposing inadequacies, the beginning teacher's skill acquisition in traditional settings is limited almost entirely to trial-and-error learning. It comes as no surprise, therefore, that most teachers report that experience is their major means of learning to teach (Lortie, 1975; Stark et al., 1980).

A number of problems arise for beginners who rely almost exclusively on trial-and-error learning (Lortie, 1975). First, they are limited in their possibilities for success by their own personal ability to discern problems, develop alternative solutions, choose among them, and assess the outcome. Second, in selecting standards of teaching excellence toward which to strive, beginners usually fall back upon recollections of former teachers from their own student days, rather than seeking models of excellence among their colleagues. Third, the absence of a collegially developed collection of ideas about teaching limits the beginner's likelihood of learning any pre-existing body of practical knowledge. Without such knowledge, beginners are less able to perceive and interpret daily events and critical transactions which might be easily understood if they had access to an already developed discourse (Lortie, 1975). Each teacher, then, constructs for him/herself anew a conception of professional excellence, and a manner in which to attain it (Bishop, 1977; Lortie, 1975).

Because of the isolated nature of teachers' work, beginning teachers' conceptions of good teaching are constructed gradually from observing the effects of their own actions. In the development of these conceptions, sources of ideas and suggestions within the school are not easily accessed. In the urban school that Warren (1975) studied, for example, the reading specialist was instructed by the principal to wait for an invitation from teachers to demonstrate alternative methods of teaching reading. While the waiting strategy conformed to prevailing school values, it also produced no invitations (see also CSDE, 1980; Armor et al., 1976). In traditional settings, therefore, it is highly unlikely that teachers who need the most help from colleagues receive it.

The professional isolation of beginners limits both their opportunities for skill development and, in turn, their classroom effectiveness and acquisition of intrinsic rewards. Given evidence cited earlier on the positive relationship between attrition and a lack of success with students, it is not surprising that attrition from teaching is highest in the first few years of teaching (Burlingame, 1980; Pederson, 1970; Dworkin, 1980; Charters, 1970). In fact, by some researchers' estimates up to 50 percent of persons entering the profession in 1983 will not be teaching seven years from now (Schlechty & Vance, 1983). Two-thirds to three-fourths of those who leave will do so within the first three years of teaching (Schlechty & Vance, 1983).

The proposition that learning to teach through experience may limit one's potential for skill acquisition is further supported by research on the relationship between teaching experience and student learning outcomes. Experience has been found to contribute to teaching effectiveness up to a period of five years but seems unrelated to student achievement thereafter (Murnane, 1975; McLaughlin & Marsh, 1978; Katzman, 1971). In other words, after five years, there appears to be no additional payoff in effectiveness due to the number of years taught. In fact, there is evidence to suggest that teachers' effectiveness actually begins to decline after five years (Katzman, 1971; Murnane, 1975; McLaughlin & Marsh, 1978).

In addition to teacher isolation, diminished effectivenss with years of teaching may in part be explained by findings noted above on who defects from teaching. As noted earlier, the most academically able teachers who are the most likely to succeed in the classroom, are also most likely to defect earliest in their professional lives. Teachers who remain in the classroom over five years, therefore, may be those less equipped to help students learn.

The preceding caveat notwithstanding, evidence on the relationship between teachers' skill development and professional isolation is mounting. Several studies, for example, report that problems of teacher isolation accounted, in no small way, for many schools' failure to implement specific programs aimed at instructional improvement (Walberg & Genova, 1982; McLaughlin & Marsh, 1978; McFaul & Cooper, 1983). In addition, Ashton, Webb, and Doda (1983) in a study which both observed and interviewed teachers, found a direct link between teacher isolation and effective teaching behaviors--the greater the isolation, the lower the teaching skill level. Policy initiatives targeted at educational improvement, therefore, are less likely to succeed if problems of teacher isolation remain unaddressed.

Learning from Colleagues

Not all schools suffer the problems of professional isolation. Research has identified an alternative pattern of collegial relations in the most academically effective of schools, which we will refer to as collegial settings. These schools--in which student learning far exceeds predicted levels of achievement for the student population served--promote norms of continuous improvement among the faculty. Here it is assumed that improving one's teaching is a collective rather than solo enterprise, and that analysis, evaluation, and experimentation in concert with one's colleagues set the conditions under which teachers become more effective (Metz, 1983; Little, 1982; Walberg & Genova, 1982; Ashton, Webb, & Doda, 1983).

Little's (1982) ethnographic study of urban schools provides a particularly cogent example. When compared to teachers in less effective schools, teachers in effective schools interacted to a greater extent on the basis of professional rather than social concerns. They did so more often with a greater number of colleagues. Interaction opportunities occurred in training sessions, faculty meetings, teachers' lounges, hallways, and classrooms. Teachers focused efforts to improve on specific teaching practices rather than on particular teachers. Interestingly, several additional studies report that in collegial settings, the frequency of requests for and offers of assistance by colleagues far outweigh the incidence of "experience swapping," while in traditional settings, it is the other way around (Cohen, 1981; Glidewell et al., 1983; Metz, 1983).

The foregoing discussion makes clear that it is far easier to learn to teach in some schools than in others. Inexperienced teachers in collegial settings have far less reason to cover up their mistakes. In fact, inexperienced teachers have two explicit reasons not to isolate their beginners' problems. One is that beginning teachers are compelled to become as effective as possible to fulfill their responsibilities to other "team players." The second is that beginners maximize their own rewards when they seek out the advice and assistance of others. In other words, if improvement in teaching results from collegial exchange, beginners stand to profit directly from the suggestions of others.

Bishop (1977) tested the idea that the work context itself determines the degree to which inexperienced teachers engage in work-related exchange. Comparing inexperienced teachers from traditional and collegial settings, he found that within the latter work context, beginners engaged in substantially more mutual associations on the bases of work, and of work and friendship combined. Traditional settings, on the other hand, produced more solely friendship-based associations for beginners.

Another noteworthy finding of the Bishop study deals with the role of teaching experience. While the tendency in collegial work settings was for the amount of task-related discussion to increase with teachers' years of experience, in the traditional setting there was a substantial decline in collegial exchange with experience. This curious finding (although escaping the attention of Bishop) may perhaps be explained by differences in the product of collegial exchange in varying work contexts. We noted earlier the tendency of teachers in traditional settings to engage in experience swapping as a means of gaining support, while in collegial settings teachers more readily requested and gave advice and assistance. Thus, while the product of exchange in traditional settings is sympathy, the product of exchange in collegial settings is ideas. Ideas in turn give rise to greater experimentation in collegial settings (Little, 1982; Cohen, 1981; Bishop, 1977). And, if experimentation in collegial settings leads to increased effectiveness, the resultant rewards will reinforce and increase the pattern of task-related collegial interaction. Indeed, there is a strong, positive relationship between the degree of collegial sharing of ideas and teachers' certainty that instructional solutions to problems can be found (Glidewell et al., 1983; Walberg, & Genova, 1982). Thus added to an increase in experimentation in collegial settings, is the development of a shared discourse on teaching.

Fruitful collegial exchange, then, recycles synergistically. It is here that we see most clearly that some organizational climates foster teachers' skill acquisition and development more than do others. Collegial settings provide a forum for group problem-solving, social support, and ongoing professional development. As new ideas are infused into the network, alternative and better solutions to classroom problems are found. Given the comparatively unlimited potential for skill acquisition and development in collegial settings, it is not surprising that when compared to isolated settings, there is a far stronger relationship between teachers' years of experience and student learning outcomes (Brookover et al., 1979; Glenn & McLean, 1981; Venezky & Winfield, 1979; NYSDE, 1976). In essence, good teachers, working with other good teachers, get even better.

The foregoing discussion reveals the clear dividends in teachers' skill mastery that can be collected in collegial as opposed to traditional settings. Together these findings suggest that formal specification of helping roles, where the most effective teachers provide technical assistance to their younger, or less skilled counterparts, may result in greater rewards for teachers, less attrition from teaching, and greater gains in student learning.

Motivation of effective teachers. Teachers' professional needs, of course, change over their careers. While the limited knowledge of inexperienced teachers presses them toward concern about their own mastery of rudimentary teaching skills (Lortie, 1975; Coates & Thoresen, 1976; Burden, 1981; Fuller, 1969), experienced veteran teachers seek out new and different challenges (Burden, 1981; Fuller, 1969).

One challenge confronting teachers in the collegial setting is teaching less experienced others how to teach. In effective schools, frequent opportunities to see, hear, or talk with others about work develops well refined notions about who is relatively skilled in what area, and who should act as sources of professional advice and assistance. High performing colleagues are singled out for consultation. Cohen (1973) found, for example, that in collegial work settings where teachers were given recognition for special competence, professional pride in helping younger teachers blossomed. But in traditional work settings offering little recognition, professional pride was relatively undeveloped. For effective teachers in collegial settings, leadership opportunity represented a particularly satisfying challenge; these teachers were more likely than their counterparts in traditional settings to perceive themselves as influential and efficacious (Cohen, 1973; Chapman & Lowther, 1982; Stark et al., 1980). Greater opportunity for recognition or approval by administrators and colleagues also seems to increase the likelihood of teachers staying in the profession

(Chapman & Hutcheson, 1982; Stark et al., 1980; Frataccia & Hennington, 1982).

Collegial evaluation. Implied in the operation of collegial exchange is a marked increase in informal evaluations by one's peers. While in traditional settings, the evaluative judgments of one's principal and colleagues are almost never viewed by teachers as accurate indicators of their effectiveness (Lortie, 1975; Bishop, 1977), the situation is altogether different in collegial settings. There, teachers feel strongly that teachers have a right to evaluate fellow colleagues, and that collegial feedback is generally sound (McFaul & Cooper, 1983; Cohen, 1981). Thus, if collegial evaluation and feedback result in improved teacher performance, we see intrinsic rewards accruing to both teacher learner and teacher instructor.

The Role of Evaluation in Learning to Teach

In theory, the monitoring and evaluation of teaching serves several vital functions. First, it serves as a way of reminding teachers about the priorities of the school and the importance of their individual contributions in achieving them. Second, it provides a clear basis for decision-making within the school, particularly with regard to the allocation of resources. Third, it provides a clear basis for knowing when goal attainment has been reached. Fourth, it informs all who work within the school precisely what constitutes an acceptable performance.

Evaluation systems are essentially of two types. Summative evaluation consists of formal procedures used for making judgments about tenure or advancement. More interactive, so-called "formative" evaluation aims at providing teachers feedback about their performance in an effort to help them improve.

Formal evaluations. Within most school systems, the formal evaluation of teachers is the responsibility of the building principal. Yet most principals are inadequately trained to meet this important challenge. Surveys by the NEA research division, for instance, reveal that the usual approach to teacher evaluation is for the principal periodically (although seldom regularly) to fill out a check list of impressions of a teacher's mastery of certain characteristics or skills--for instance, personal appearance, lesson planning, speaking voice, classroom control (Weisenstein, 1976). Such evaluations may include subjective rating systems and criteria with no known relationship to actual student achievement. Principals from differing perspectives may record quite different responses, and observations of varying frequency and length are likely to produce quite different perceptions. Where one principal sees tedious repetition, another may see proper overlearning and pacing.

Data from an earlier NEA survey show that fewer than 50 percent of the principals sampled report sufficient time for the accurate assessment of teachers (Dreeben, 1970). Indeed, 33 percent of the tenured teachers, and 19 percent of the probationary teachers surveyed by the NEA report no classroom observation at all (Dreeben, 1970). An even gloomier picture of teacher evaluation is painted by Natriello and Dornbusch (1981). Teachers in their sample reported receiving formal evaluations from their supervisors only once in every three years. Commented one teacher, "If I were to drop dead, the only way they could find out would be the smell after a few days" (Natriello & Dornbusch, 1981).

Interactive formative evaluation. In contrast to systems of formalized evaluation such as those described above, it appears that interactive formative evaluation systems do contribute to more effective teaching. The linkage between these approaches and student learning has been demonstrated (Stallings, 1980; Good & Grouws, 1979; Anderson, Evertson, & Brophy, 1979). The characteristics of evaluation that are likely to produce more effective teaching include:

1. It is regular and frequent.
2. It is specific to teaching behaviors related through research to student achievement [see Appendix].
3. It is used as a basis for organizing teacher interaction, that is, for solving identified problems.
4. It is followed up by support to strengthen weaknesses and make available needed learning resources.

When dependable and regular observations of teachers are made and feedback is provided, skill development results. In a longitudinal study of beginning elementary teachers, Turner (1963) found that greater skill acquisition by teachers in both reading and mathematics instruction was primarily a function of the amount of supervision received. Teachers who report frequent evaluations by their principals believe them better able to judge the quality of their work (Natriello & Dornbusch, 1981). Frequency of evaluation, in turn, is correlated quite strongly with teacher satisfaction (Natriello & Dornbusch, 1981; Chapman & Lowther, 1982; Azumi &

Madhere, 1983), regardless of whether the evaluative judgment is positive or negative. In other words, receipt of a negative evaluation appears unrelated to teacher satisfaction (Natriello & Dornbusch, 1981). Clearly, then, teachers who believe that their principals see them regularly and base their evaluations on shared criteria find implications for improved performance regardless of the evaluative judgment.

Azumi and Madhere's (1983) study of 850 teachers in 52 schools provides additional evidence of the relationship between teacher evaluation and student learning. The frequency of classroom observation and feedback from either principals or colleagues within each school was a strong determinant of student achievement, even after taking into account school-level differences in students' social class background, teacher absentee rate, and teacher experience. Moreover, the greater the amount of feedback, the greater teachers' certainty that they could bring about improved student achievement.

As implied above, uncertainties about teaching rise from the infrequent, unclear supervision that occurs in many ineffective schools. In stark contrast, principals or their administrative assistants in instructionally effective schools are ubiquitous in their efforts to monitor classroom affairs and student learning within them (Wynne, 1980; Rutter, Maughan, Mortimore, & Ouston, 1979; Coulson, 1977; Wellisch, MacQueen, Carriere, & Duck, 1978; Brookover et al., 1979; CSDE, 1980; Phi Delta Kappa, 1980; Armor et al., 1976; Glenn & McLean, 1981; Venezky & Winfield, 1979). Further, additional resources (in terms of personnel support) are often deployed to teachers needing extra assistance (Rutter et al., 1977; CSDE, 1980; Armor et al., 1976; Phi Delta Kappa, 1980; Venezky & Winfield, 1979). Possibly the strongest resource deployed by effective principals is other teachers within the school (Armor et al., 1976; Rutter et al., 1979; Phi Delta Kappa, 1980; Wynne, 1980; Venezky & Winfield, 1979; CSDE, 1980; Little, 1982).

Teacher Inservice: The Other Side of the Same Coin

Interactive formative evaluation may in theory occur through programs of teacher inservice. At present, the most common types of inservice training programs are attitude building and skill development workshops and special institutes. When inservice training is conducted through one-time or infrequent programs (that often occur just prior to the opening of school), when it is not specific in nature, and when it is designed by central administrative staffs, it is usually not very effective. There is, however, growing agreement about the components and characteristics of inservice training programs that result in better instructional skills and improved student achievement (see Burrello & Orbaugh, 1982; Good & Brophy, 1974; Howey, Bents, & Corrigan, 1981; Venezky & Winfield, 1979; CSDE, 1980; Glenn & McLean, 1981; Armor et al., 1976; Levine & Stark, 1981; Moore & Schaut, 1976; Walberg & Genova, 1982). These components and characteristics include:

1. Training should be targeted at needs defined by the teachers and administrators themselves. As much as possible, the training agenda and the specific problems to be solved should be generated by individual or school-wide teams of teachers.

2. Inservice training should be a continuous process that is integrated with the regular "workday" activities of the school.
3. Since the individual learner is affected by the support available from peers and administrators, inservice training should be school based and should involve both teachers and administrators.
4. Training should be practical and flexible enough to permit teachers to adapt what they learn to their particular experiences.
5. Formal training should be followed up by collegial exchanges about the usefulness of what was taught.
6. Situation-specific supporting materials and within-classroom technical assistance that provides detailed descriptions of how new learning can be applied and tested should be provided.

Interactive formative evaluation, coupled with strong environmental press toward a highly collegial school climate show great promise for helping teachers improve. It is our sense that, in this way, good teachers are "made" rather then "born." In collegial settings they develop, perfect, and add to their fund of teaching skills throughout their professional careers; their continual skill acquisition and development becomes a necessary pre-condition to survival in the profession without frustration, dissatisfaction, and burnout.

In recognizing the dual functions of evaluation, however, it is altogether likely that summative, formal evaluation will be at odds with interactive, formative evaluation, particularly when carried out by the same school personnel. That is, teachers who risk negative evaluations by either colleagues or administrators in terms of career-level advancement are not likely to seek out assistance or to solicit suggestions for improvement from those who evaluate them. Indeed, peer or administrator review of teachers in several merit pay experiments resulted in severe tension and competition among colleagues (ERS, 1979), precisely those conditions schools must seek to avoid if they are to improve instructionally. Other than intent, purpose, and use, however, the evaluation tools used for summative and formative evaluation need not differ.

Mindful of the potential collision between the dual purposes of evaluation, it makes sense to place these separate responsibilities in the hands of different personnel, with responsibility for staff development (formative evaluation) residing within the school, and responsibility for summative judgment residing outside the school.

Extrinsic vs. Intrinsic Rewards

To this point we have examined some of the reasons teachers enter and leave the profession, how they learn to teach, and the conditions under which the highest levels of teaching skills develop. We now turn to factors that motivate teachers to improve their teaching. Here we examine the influence of extrinsic (that is, monetary) and intrinsic rewards on teachers' motivation to improve.

Teachers, like other professionals, will do little to change their practices unless they really want to (McLaughlin & Marsh, 1978). Change involves risks and unless the rewards for change are valued highly and there is a reasonable chance of success, efforts to change will be made half-heartedly, if at all, and will not likely endure (see Atkinson, 1958).

Among the findings of the Rand Corporation's seminal study of educational change and innovation, teachers expressed little motivation to change unless there was strong appeal to their sense of professionalism (McLaughlin & Marsh, 1978). That is, teachers had to believe that attempts to change would provide opportunities for professional growth and increases in their effectiveness with students. An accompanying influence on the individual teacher was a commitment on the part of colleagues to improve themselves and to support the improvement efforts of others. Commitment to and support of improvement among colleagues was also a strong determinant of the endurance of the improvement made. In other words, where collegial support for change was low, change was less likely to occur and the improvements made lasted but a short time.

Many schools in this study's national sample offered teachers financial incentives to participate in change projects to improve their performance. As McLaughlin and Marsh (1978) report, teachers who received extra pay for training were less likely to achieve their goals for change--including an improvement in student achievement--than others not offered incentive pay. While this study did not address the issue of extra pay as a reward for actual improvements made, the findings have important implications for the use of financial incentives as an inducement for teachers to change. It seems that pay alone may not motivate teachers to work hard to improve.

The findings of the Rand study do not constitute an argument against paying teachers more for better teaching. Rather, it is evident that without the promise of intrinsic professional rewards and a supportive work setting combined, financial incentives may not be sufficient to motivate teachers to change. The importance of both intrinsic rewards and collegial support to teacher change is not a surprising finding. As noted earlier, teachers enter the profession to be of service to children and leave primarily because they do not believe they have been or can be successful in this endeavor. And as also noted earlier, teachers are motivated to improve and to help others improve as part of a "team" effort within collegial settings.

Competitive Rewards and Quota Systems

Some career ladder-incentive pay proposals have contained within them quotas on the number of teachers who can advance to different career level positions. This idea creates competitive rewards as a means of inducing change by offering incentives to only a few. From a sociological point of view, however, competitive rewards may have deleterious effects on teaching colleagues' relations and, in turn, on efforts to improve. There is evidence that competitive rewards function to close communication and sharing among those who work together (Deutsch, 1949; Grossack, 1954; Fay, 1970; Johnson, 1971; Bonoma, Tedeschi, & Helm, 1974), bias a person's perceptions and comprehension of viewpoints and positions of other individuals (Blake & Mouton, 1961; Ames, 1981) and destroy trust among group members (Deutsch, 1958, 1960). In competitive settings, persons are generally less tolerant of individual differences (Dunn & Goldman, 1966) and encouragement among peers is substantially reduced (Deutsch, 1949; DeVries, Muse, & Wells, 1971; DeVries & Edwards, 1974; Hulten, 1974). Competition diminishes the problem-solving effectiveness of groups (Schmuck & Schmuck, 1983) and may lead individuals to deliberately frustrate their counterparts' efforts to succeed (Johnson & Johnson, 1975).

Because the efforts of teachers to become more effective are so highly contingent upon collegial support and exchange, it seems likely that competitive rewards may indeed have a negative impact on teachers' efforts to improve. In fact, competitive rewards may even function to increase professional isolation in schools and deter the work-related interaction of colleagues. With competitive rewards, where individuals' successes depend in large measure on others' failures, efforts to increase one's teaching effectiveness may be restricted to trial-and-error learning, the least effective way for teachers to improve, or to formal inservice opportunities, which, as we have already seen are less effective without collegial reinforcement. Finally, it is entirely conceivable that competitive rewards may serve as a disincentive for teachers to change, if they perceive that the costs of that change are the positive collegial relations they presently enjoy.

Review of Findings and Implications for Policy

The research presented above bears great relevance for the development of teacher compensation and career ladder plans. Before discussing the implications for policy, however, we review the most essential points:

1. Within teaching, low starting salaries and low professional status are major impediments to attracting the most academically talented students. Ironically, it is precisely these students who have the capacity to raise the status of the profession.
2. Increasing teachers' salaries, once they have entered the profession, is not sufficient to retain them in teaching.
3. It is professional rewards--teachers' success with students--that increases their likelihood of remaining in the profession.
4. Teachers' working conditions directly influence their ability to succeed with students and their ability to derive professional rewards.
5. A major impediment to improving teachers' effectiveness is their professional isolation from colleagues.
6. Teachers acquire and perfect teaching skills more readily in settings where there is mutual sharing of ideas, materials, and problems among colleagues.
7. When teachers are given recognition for special competence, and when they are sought out as valued advisors, they receive greater professional rewards.
8. To help teachers improve, evaluation must have a "formative" component that identifies teachers' strengths and weaknesses, and provides specific strategies for teachers' skill mastery.

9. Evaluation is better able to help teachers improve if it is frequent, it is specific to teaching behaviors related to student achievement, it is used to solve identified problems, and it is buttressed by school resources, including staff support.

10. Teachers are motivated to attempt new strategies if they believe it will increase their ability to help students learn. Teachers do not seem as motivated by financial incentives.

11. Competitive rewards that are brought about by quotas on the number of available promotions threaten positive collegial exchange among teachers and may thus impede the skill development and improvement they are designed to encourage.

Teacher Compensation

Before the decade ends, American schools will need to hire new teachers that add up to roughly two-thirds of the current teaching force. It makes sense now, before the quality of our schools declines further, to find ways to attract and retain the brightest candidates, because it is they who are most likely to succeed with students. The evidence seems very clear that base salaries must be raised substantially to make teaching financially competitive, at least in the earliest years, with other professions that compete for the same academically talented people.

While current political and public opinion resists paying more to teachers who, as a group, are perceived as performing less than acceptably, the data indicate this attitude may be short-sighted for two important reasons. First, given the large numbers of new teachers the nation will need to hire before the decade concludes, and given the older age of the current teaching force (Schlechty & Vance, 1983), it will be new rather than current teachers who may be affected most by present policy initiatives. Second, if more academically talented people do not find their way into teaching, the educational establishment will ultimately confront less effective teachers on whom it must spend large sums in efforts to bring their teaching skills up to par. In addition to costly remediation programs, the human costs--in terms of less student learning--may be very high. The present public resistance to salary increases for teachers, then, seems penny wise in the short run, but pound foolish in the end.

It is important to note, however, that without providing teachers ways to become more effective in the classroom, salary increases alone are not likely to retain the academically talented in teaching. Incentive pay may do little to promote improvement unless teachers believe their efforts will have positive effects on student progress and unless they receive support from colleagues and administrators in their efforts to improve. Incentive pay may even have deleterious effects on teacher improvement if it is delivered through a quota system that fosters competition for scarce rewards. If teachers must compete forrewards, the collegial interactions that are so crucial to motivation to improve and to teacher skill acquisition are threatened. It seems critical, then, that incentive pay plans be developed so that any teacher who achieves the specified objectives can benefit.

Career Ladders

The idea of teacher career ladders represents a significant advance in its potential for improving the quality of education. For one thing, teacher career ladders can provide formal specification of helping roles by first identifying the most effective teachers, and then by charging them with duties to advise, assist, evaluate, and model good teaching for others within the school. In this way, the lessons from research tell us, teachers may be best helped to improve. The criteria for career ladder advancement can provide targets for change (cf. McLaughlin & Marsh, 1978) with evaluation itself serving as a looking glass for teachers to assess their individual strengths and weaknesses and to develop improvement strategies.

Career ladders may also help reduce the amount of defection from teaching. First, by providing opportunities for teachers' skill development and mastery, the probability of professional success with students increases, and so directly do teachers' intrinsic rewards. Ac earlier noted, it is the absence of these rewards that causes teachers to defect. In addition, recognizing talented teachers and giving them greater responsibilities with career advancement opportunities increases their potential for acquiring intrinsic rewards. More importantly, developing stages in teaching that are applied on the basis of years of service and levels of skill mastery is the essence of career. The high costs, in terms of career advancement, attached to leaving the profession, may lessen the amount of defection that the profession presently suffers. There are, however, some critical factors to be considered in the development of career ladders to increase the likelihood of their success. We discuss these factors below.

Criteria for career ladder placement. Because evaluative criteria provide directions for change, it seems important that the criteria chosen to delineate positions on a career ladder be related to whatever the policy seeks to accomplish. If the outcome sought for a career ladder plan is the improvement of teaching effectiveness and so student learning, it seems essential to choose criteria for evaluation that directly relate to these outcomes. If the criteria for career advancement fail to specify those skills and practices that relate to the outcomes sought, or, worse still, if skills and practices are included that have no relationship to the outcomes sought, we risk encouraging teachers to learn to do things that will make them no more effective in the classroom than they currently are.

We can begin by identifying those teacher skills and practices that have been shown through research to relate to student learning outcomes (see Appendix for our particular efforts in this regard). After review by national experts, the criteria and ways to measure them should be subjected to validation studies. Here data would be collected on each criterion form teachers and students in actual classrooms. These data would be examined statistically according to the outcome measure, that is, student learning gains, to determine if they were indeed valid. Those criteria found to have no relationship to the outcome would be deleted.

Evaluation. Evaluation is more likely to produce better teaching if it is frequent, it is used as a way of organizing teachers' work-related exchanges, and it is accompanied by support for change from one's colleagues and principal. As argued above, evaluation for career decison-making and evaluation to help teachers improve ought not be conducted by the same people. The former should be conducted by persons outside the school while the latter should occur within the school. However, information gained through career evaluation can be used to chart a course toward teacher improvement.

In order to appropriately evaluate teachers, instruments must be developed or selected that accurately, objectively, and reliably measure the criteria selected for career ladder advancement. The criteria and their measurement should be sensitive enough to differentiate not only between effective and ineffective teachers, but also among good teachers and the very best teachers.

Teachers should not be held accountable for conditions under which they have no control, that, in and of themselves, determine some degree of student learning. Therefore, evaluation must take into account and accurately chronicle the environment and conditions under which teachers work, including the nature and age of the student population served, and the range of achievement levels within the classroom. As noted above, teacher's working conditions make a great deal of difference in how well they perform, independent of their individual teaching skill.

We have already noted that data collected for career ladder evaluation can and should be used to help teachers improve. Following assessment for career status, therefore, these data should be passed to local school districts, who may use them to design individualized inservice programs. In our earlier discussion, we noted that effective inservice programs are targeted to address the needs of individual teachers and administrators, are school based, with follow-ups to promote long-term change. These characteristics strongly suggest that inservice programs be developed and implemented locally. The desirability of maintaining inservice at the local level does not preclude, however, state guidance and support of these programs. If we seek to promote the quality of teaching, programs that tell teachers they do not have the requisite skills to climb a career ladder should also provide them some means to improve.

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APPENDIX IV

ORGANIZATION OF THE WORK OF THE AD HOC INTERIM CERTIFICATION COMMISSION:

A REPORT TO THE SELECT COMMITTEE OF THE TENNESSEE GENERAL ASSEMBLY

On April 1, 1983 at the request of Commissioner of Education, Robert L. McElrath and Governor Lamar Alexander, I assumed responsibility as Executive Director of the Master Teacher/Master Administrator Program. In this capacity, my duties include:

1) serving as chief staff person to the Ad Hoc Interim Certification Commission as they seek to develop evaluation criteria and a process for applying those criteria to the selection of a first group of Master Teachers and Master Administrators.

2) coordinating the efforts of the several consultants and staff people who are assisting the Interim Commission in its efforts.

3) bringing to bear on the process my own educational training and experience in personnel and program evaluation, teaching and staff development.

I am also serving the Tennessee Department of Education as a staff person to the State Board of Education in their study of current personnel evaluation processes in the one hundred forty-two school districts of the state and their efforts to bring more uniformity to the evaluation of teachers and administrators.

As the Interim Commission studied the proposed Master Teacher/Master Administrator legislation, it became apparent that the proposal has four major parts which work together. The first of these, the part most highly publicized by state and national media, is an incentive pay plan designed to reward and retain in education outstanding teachers and administrators. The second part of the proposal is a career ladder based on a new approach to licensing or certification of educators across the state.

The third part of the plan is a move to performance-based evaluation. Historically, evaluation of educators has rested heavily on credentials, that is, degrees held, years of experience and/or additional university coursework completed. In the new approach, greatest weight is given to on-the-job performance and results produced. The primary purpose of performance evaluation in the Master Teacher/Master Administrator Plan is to identify outstanding teachers and administrators for reward. However, the evaluation system also identifies strengths and weaknesses in the individual's performance which then can be addressed by the individual, the school system or even the state through inservice and staff development programs.

This renewed emphasis on educational improvement and correction of weaknesses is the fourth major part of the Master Teacher/Master Administrator plan. It is found in the Bill in both the type of evaluation system outlined and in the provision for Administrator Academies designed to improve administrator skills.

The Interim Certification Commission has been asked by the General Assembly to develop the best and fairest evaluation system possible for consideration by this Committee and the General Assembly in its 1984 session. The bill as proposed in 1983 clearly implies that all newly licensed (certificated) educators are to be covered by the requirements and rewards of the plan. This is a point which is important to the efforts now underway to develop evaluation criteria and procedures.

ORGANIZATION AROUND THREE QUESTIONS

In approaching its task, the Interim Commission posed three questions. The activities now in progress within the Commission and staff represent attempts to answer those three questions and produce the desired evaluation criteria and procedures.

The first question which had to be addressed by the Commission was, "What evaluative criteria and procedures are proposed in the current bill?" Study of the bill provides five criteria and procedures.

One procedure specified is multiple on-the-job observations by at least three highly trained observers. The bill provides safeguards to those being observed. It is stated that each observation shall be accompanied by a pre-observation conference, in which the person being observed can share with the observer important conditions which he/she will encounter and goals and plans for the particular period of time during which the observation will take place. This conference is important because the observer must take into account factors which influence effective teacher or administrator performance - factors such as shortage of textbooks or materials, a student who may be on medication, special conditions which exist in the school or community at this time. Classrooms are not all alike. They cannot function in exactly the same way because differences in students and conditions do exist.

Another conference, called a post-observation conference, is required after the observation is concluded. This conference is important to a fair evaluation, but it is also an important activity in bringing about instructional improvement. In this conference, strengths and weaknesses identified during observation are shared as are conditions in the classroom, office or building which the person being evaluated may not have noticed. The observer is also to recommend specific means for improving performance in areas of weakness. The person being evaluated can voice his or her concerns and questions about the information collected.

A second procedure which the Interim Commission found in the bill is the use of in-depth interviews. A good evaluation process does not rely on information gained from only one source. While information about many of a person's skills can best be gathered through on-site observation, other means of gathering information about some skills must also be used. Interviews with the individual being evaluated and perhaps with others such as a supervisor or colleagues who work in the same building can often supply additional information. The bill is not clear as to whether or not interviews with supervisors or colleagues are to be used. The Commission is carefully studying that issue before making final recommendations.

In addition to the two procedures outlined above, the Commission found that the bill requires the use of at least three criteria besides information gained from direct observation in evaluating an educator's performance. One of these criteria is to be the individual's knowledge of subject matter in the areas in which he/she is licensed (certified) to perform. The bill clearly indicates that a teacher or administrator will have to pass a test of subject knowledge upon leaving the college classroom and entering the classroom or administrative office.

The Interim Commission has also asked, "Should the teacher or administrator have to retake tests at any other points in their careers - at the point of applying for a new certification level, for instance?" At this time, the issue of retesting is still being studied as are the several possible tests which might be given.

The second of the three criteria specified in the bill is that consideration in evaluation be given to student performance. I would like to applaud the General Assembly and particularly the authors of the bill for the wording given this criterion. In any endeavor, results are important. Results of the educational process cannot and should not be ignored. A means for fairly considering student achievement can be developed. However, classrooms and teachers cannot be evaluated simply by comparing the average scores of students on achievement tests with national norms on those same tests. Students in classrooms, conditions in schools and conditions in communities differ. Any consideration of achievement scores or other indicators of student performance must take these differences into account. The wording in the proposed legislation allows a fair and equitable evaluation structure to be developed.

In many subject areas such as art, music or physical education, standardized tests do not exist. The Commission is currently studying what other indicators of student performance can be used in the evaluation process.

In examining current achievement testing practices across the state over the past five months, the Commission has become aware that an adequate base of information is not currently available for use in making evaluative decisions. School districts do not all use the same achievement tests, nor do they administer them in the same years. One district may test in the second, fourth, sixth and eighth grades; another in the third, fourth, sixth, eighth and ninth grades. If it seems desirable to use achievement test scores in some way, new statewide policies regarding achievement testing will need to be established, and the use of test results in the evaluation program will need to be phased in over several years.

A third criterion specified in the proposed legislation is review of the individual's record of professional development. The Commission interprets the intent of the bill to be that professional development activities undertaken to correct specific weaknesses and enhance performance on-the-job shall be reviewed. These activities could be of many types. Included might be observation of a Master teacher dealing with specific content or problems in the classroom, reading materials on how to manage or do something, participation in a workshop designed to improve one or more particular skills. While appropriate, advanced university coursework is not excluded from consideration, it is clear that professional development is and must be much more than that.

As the Commission has reviewed criteria and procedures delineated in the plan, it has become aware that the bill as currently written states that evaluation "shall include but not necessarily be limited to" the five items outlined above. Attention has been given to the question, "What if anything else should be included?" Discussion has focused on items such as appraisals by students or parents and recommendations from professional colleagues. The Commission is not yet ready to make recommendations in these areas, but will be before the end of this calendar year.

A second question posed by the Interim Commission in focusing its efforts has been, "What does the best educational research and theory have to say about effective teacher and administrator performance?" It should be noted here that research on effective teaching, effective administrator performance, effective guidance counseling and effectiveness in other areas of educator performance is not complete. While great strides have been made in the last ten years in identifying educator performance factors that improve student learning, much research is yet needed. Therefore, research alone cannot be the only base on which evaluation criteria and procedures are developed.

The foundation of good research is good theory. Research is the means of testing out theory in any field. There is sound theory as well as common sense gained from experience in education which can supplement existing research in developing sound, fair evaluation practices.

For those who might feel uneasy when I mention the use of common sense gained from experience, I would simply draw attention to some of those things which research has proven about effective teaching practices over the past few years. When I began teaching more than twenty years ago, it was commonly acknowledged that direct teaching by the teacher has impact on students. Periodically, common sense seems to leave any of us, and it became popular to simply let students learn at their own rate in their own ways without much direct teaching. With our more recent concerns for student performance and effective teaching has come a body of research on things like time-on-task. I'm oversimplifying here, but essentially the results of that research support what common sense told many of us as teachers and parents - that young people learn more when someone actually spends time teaching them than when they spend large amounts of time learning on their own. We needed the time-on-task research to get us back on track, but we cannot ignore sound theory and common sense in areas where research simply doesn't exist at the present time.

In responding to the question, "What does research, theory and common sense tell us about the skills of outstanding teachers and administrators;" the Commission has marshalled its resources in several ways. The problem of identifying and measuring the skills of outstanding teachers is being addressed by Dr. Susan Rosenholtz and others. The task of identifying and measuring the skills of effective administrators is being directed by Dr. Fran Trusty, who will report to you here today. A number of people, most of them practicing teachers and others in the schools, are assisting us in identifying skills needed by special groups such as librarians, guidance counselors, attendance workers and special education teachers.

The third question posed by the Interim Commission to direct its work was, "After research theory and common sense have produced skills for evaluation and processes for collecting information, do Tennessee educators agree with these criteria and procedures based on their experience and study?" This question requires review and reaction by Tennessee educators as processes and materials are produced by Commission and staff. As many of you know, first drafts of some proposed teacher skills or competencies went out to teachers, administrators, and supervisors for review beginning August 1. Results of those reviews have been coming to my office over the past two weeks. Reactions are being compiled and will be reviewed by the Commission at its next meeting on October 20 and 21. The reviews will be available to this Committee also.

As previously acknowledged, selected small groups of librarians, guidance counselors, special education workers, vocational teachers and administrators and others are currently working with the Commission to identify skills to be evaluated in their job categories and procedures for data collection. Once the work of these groups is complete, materials which they produce will be sent across the state for educator review.

Dr. Trusty will report to you on the efforts to identify and measure administrator skills. His more detailed report will suggest something of what is being done in every area to insure fair, professional evaluation.

PROCESSES FOR APPLICATION AND DATA COLLECTION

In addition to the development of evaluation criteria, the Interim Commission has had to address questions such as, "How does one become an applicant for Master Teacher or Senior Teacher status?" "Who in the initial phases of the program (before any Master teachers or administrators are selected) will observe, and interview candidates and analyze materials which they may be asked to provide?" "What kind and how much training do data collectors and evaluators need?" To give concentrated attention to these questions as well as the development of evaluation criteria, the Commission initially established four subcommittees: criteria analysis, application procedures, portfolio development and interview process. A fifth subcommittee composed of educational administrators on the Commission has since been formed to advise Dr. Trusty in his efforts. Some of the preliminary work of these groups already has been sent out to educators across the state for their reactions. Copies of those materials are available today, if you have not seen them.

A question which the Commission has heard often across the state is, "How can an objective evaluation process ever be developed?" Actually, that question is a bit misleading. Evaluation can never be wholly objective. Evaluation relies on measurement plus professional judgement. Measurements should be as valid and reliable as possible. By definition, professional judgement involves some level of inference.

Criteria to be measured in evaluation should be objective and unbiased. Processes and procedures used to collect information about the presence or absence of established criteria are measurements and should be as objective (valid and reliable) as humanly possible. Once objective information has been gathered objectively, professional judgement must be used in interpreting the information and making decisions about its use.

Let me provide one or two examples of this distinction between measurement and evaluation. A ruler measures distance. When we use a ruler, we want to be sure it's a valid instrument for doing the job. For instance, a ruler is great for measuring distance, but it isn't worth much in performing surgical operations. We also want to be sure that we are accurately measuring distance, that the ruler accurately marks off inches and feet. Once we have measured off six inches or a foot with our ruler, we must then judge what to do with that information, how to interpret it, what it's worth in our present situation.

Perhaps another example is closer to the heart of the matter. Attached as the last page of this document is a hypothetical grading scale and a set of test scores. After reviewing that information, what grade would you give our hypothetical student? Some will say he deserves a D. Others will want to give him a C. It's a matter of judgement based on what you see in the pattern of scores, what you know about the student's efforts, what you know about problems in your testing or measurement procedure. Testing is measurement; giving the grade is evaluation, and judgement can never be ruled out of evaluation.

The Interim Commission is very much aware of these distinctions as they work to develop unbiased criteria for evaluation and objective means of collecting information. They are aware that those who observe classrooms must be carefully trained to use objective instruments objectively, but they are also aware that those people are merely conducting measurements, recording what they actually see and hear in those classrooms. Those who next review that information must be trained to analyze - that is to see patterns in the information gathered. Finally, the Commission or its representatives will have to make judgements based on the best information available. Their judgements should be as unbiased and as professional as possible, but they will still be judgements. Obviously, extensive training in observation, interviewing, analysis of information collected and evaluation inself will be needed for all who participate in the process. The Commission is aware of this and is planning for extensive training programs.

APPENDIX V

THE TENNESSEE ADMINISTRATOR/SUPERVISOR EVALUATION SYSTEM

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A Report To The Tennessee Select Committee on Education

December, 1983

THE TENNESSEE ADMINISTRATOR/SUPERVISOR EVALUATION SYSTEM

Introduction

This report provides a basis for understanding the Tennessee Administrator/Supervisor Evaluation System (TASES), its development and implementation. The TASES system was created to serve a number of purposes. Among those were,

- to support the development of a statewide career ladder and incentive pay plan,
- to identify those administrators and supervisors whose performance merited special recognition,
- to provide information that could be used by administrators and supervisors to improve their professional competence,
- to provide information which could facilitate the improvement or reduction in number of incompetent administrators and supervisors,
- to provide the information needed to develop administrator-supervisor academy programs.

As a statewide project, the TASES was anchored to diverse expectations, limited professional expertise, lack of standard job descriptions, and community differences. Professional and political leaders differed in their philosophies of the goals to be achieved and the means for achieving them. The lack of effective evaluation systems in many of the school systems in Tennessee seriously restricted the evaluation experience of local school administrators and supervisors. Job descriptions needed to be developed or improved. School systems varied according to size, social economic status, population density, and the quality of education provided students.

A further review of the concerns effecting the development of Tennessee's administrator-supervisor evaluation system revealed a lack of public confidence in the schools and a scarcity of resources. It also revealed low student achievement in many counties, a failure to attract the best college students to teaching, a failure to keep the best teachers in the classroom and a demand for better prepared workers to meet the technological needs of the future (State of Tennessee, 1982).

The TASES also had to be based on the criteria spelled out in the legislative act. It was recognized that present measurement systems in the field of administration and supervision are rather primitive and measure specific and limited functions. Further, that the dynamic nature of administrator and supervisor roles would complicate the evaluation process.

A primary goal of the staff was to develop an evaluation system capable of gathering a broad sample of information about administrator-supervisor performance which would be suitable for making summative evaluations. Summative evaluations, in contrast to formative evaluations, are primarily for the purpose of making decisions about issues such as employment retention, tenure, and promotion (AASA, 1982; Darling-Hammond, Wise, and Pease, 1983).

In The Evaluation of Administrative Performance, Parameters, Problems and Practices, Gephart (1975, p. 229) states,

> "The design of an administrative performance evaluation system is seen as a situationally specific task and not a trivial one. The design work itself is important. Second, the system should not be conceived of as a static entity. It will be constantly evolving. Third, the system's purpose or function is paramount. Thus, at any point when confusion about direction occurs, the question of function should be raised anew. Further, the people directly involved with the system should be involved continually in its development and evolution. And finally, the process used for designing your system will materially condition the nature and quality of the system."

The writer's distinction between formative and summative evaluation was supported by Gephart (1975, p. 230) when he identified two functions related to evaluation of administrative performance. Those functions were:

> "(1) to help individuals improve their administrative performances, and (2) to provide for rational administrative decision making regarding placement, employment, rank and salary."

Another goal of the staff, consistent with Gephart's view, was to develop an administrative evaluation system based on the research literature, information provided by practicing administrators and supervisors, on the best ideas expressed by consultants and reflected in the evaluation plans of other states and regional agencies. Specific consideration was given to the development of an evaluation system which would generate data from multiple sources by several evaluators. Also, that the evaluation system would be subject to review by administrators and supervisors prior to its use, be field tested and subject to continuous modification as its strengths and weaknesses became evident.

Subsequent discussion identified a number of major tasks which would have to be accomplished if an evaluation program was to be developed and implemented. These tasks included (a) the development of core and specialized administrator-supervisor competencies, (b) a review of those competencies by practicing administrators and supervisors, (c) the development of evaluation instruments including structured interview guides, pre- and post-observation conference forms, observation forms; tests of knowledge, and evidence portfolios in which collected data about the performance of administrators and supervisors could be maintained, (d) the development of an evaluator training program, (e) the selection and training of evaluators, (f) the development of processes for administering the entire program including receiving and processing applications, conducting on-site evaluations, grading knowledge tests, developing a data management system, and developing certification recommendations based on a final synthesis of the evaluation data. The development of an administrator-supervisor academy program and a supervisor's job description were additional tasks.

Basic Assumptions

Crucial to the development of the TASES system was a need to clarify the basic assumptions upon which the system would be built and sustained. First, it was believed that evaluation is best when linked with a sound staff development program and when persons being evaluated are encouraged and supported in their efforts to improve their skills and competencies. It was believed that performance standards could be established and that persons being evaluated should be partners in the evaluation process. Although evaluation is frequently formative, summative personnel evaluation is an integral part of both the formal and informal processes used in many school systems. Reports of administrator and supervisor evaluation systems and research related to administrative performance (Nygard, 1974) support this belief.

Another assumption was that administrators and supervisors could be fairly evaluated using core and specialized competencies and personnel performance levels determined. The evaluations could be standardized by using uniform procedures for all evaluations and securing common information from all applicants. While writers and researchers disagree on how best to collect information, evaluate performance, and in some cases, what the focus of the evaluation should be, a number of approaches have been identified and can be used. Bolton (1975) suggested observing behavior, asking questions, and examining written documents. Other writers, including Bolton, have suggested the use of management objectives (Redfern, 1972; Knezevich, 1973; Bolton, 1980), competencies (Harris, 1982; Metzger, 1976; Jurs, 1976; Lynch, 1977; McCleary, 1973; Demeke, 1974), critical incidents (Flannigan, 1954; Cooper, 1956; Tyson, 1955; Latham and Wexley, 1977; Schwab and Heneman III, 1975), and simulations (Hemphill, 1962; Culbertson, et. al. 1973).

It was assumed that the use of evaluation for such purposes as identifying outstanding performance, giving rewards, stimulating an individual's growth and development or improving the functioning of an educational system can effect how people will respond to an evaluation. It was further assumed that the desire for self improvement is a hallmark of professional behavior. That desire is a distinguishing characteristic that drives and motivates the professional. It constitutes the primary rationale behind formative evaluation programs. It was further assumed that formal or informal summative evaluation, of necessity, must take place prior to the granting of professional recognition and its concommitant rewards. The feedback received by an administrator or supervisor as a result of a summative evaluation is visible and tangible confirmation of the applicants' efforts and successes. The on-going selection of some individual teachers, administrators, and supervisors to assume more responsible roles than some other teachers, administrators or supervisors, and the acceptance of those roles by the individuals selected suggests the presence of criteria and the exercise of judgement.

Another assumption, basic to the TASES system, was that judgements could and should be based on reliable and valid data, i.e., gathered from multiple sources, over time, provided by more than one evaluator, related to significant role functions and considers outcomes resulting from one's efforts (Anderson, et. al., 1975). Further, that the TASES should use instruments for collecting data and measuring performance which are acceptable to those being evaluated. Finally, that evaluation data would include behavior as well as outcomes.

Social norms, governmental regulations, union contracts, and other binding convenants, suggested that procedural and substantive due process was essential. An examination of the Tennessee Code Annotated, as it relates to tenure and dismissal proceedings, and to court cases (see Appendix A) related to Performance Appraisal reinforced the perception that evaluation procedures must be equitable and standardized. Given that TASES has as two of its major functions the identification and rewarding of outstanding administrator-supervisor performance through an incentive pay plan and a career ladder based certification program and that Tennessee administrators and supervisors perform activities ranging from simple and repetitive to complex and difficult in a variety of contexts, it was assumed that TASES must be flexible and provide for the exercise of informed professional judgement. In addition, the TASES would need to be easily learned and efficiently administered.

Development of the TASES

Development of the TASES was guided by the Interim Commission,(1) the Select Committee on Education,(2) the testimony of advisors,(3) and the criteria specified in the Comprehensive Education Reform Act of 1984. These criteria included the use of interviews, observations, professional growth activities, a test of knowledge, and consideration for measuring outcomes. Unspecified constraints affecting the development of TASES included time limitations, inadequate previous research on summative evaluation systems, and opposition generated by some educational and political groups. To work effectively within these constraints a program of continuous information exchange involving state department personnel, university faculty and administration, consultants and practicing administrators and supervisors was initiated. The discussions related to effective school research, sources of evaluation data, requirements of the proposed Distinguished Administrator-Supervisor Incentive Pay/Career Ladder Program and the development of evaluation instruments. Meetings were held and printed documents were distributed to generate and facilitate the discussion of ideas. Many provisions of the proposed Act and its intended implementation were modified as a result of these discussions.

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(1) An 18 member citizen and educator committee appointed by the Governor and ratified by the Legislature to develop and refine the evaluation procedures related to teachers, administrators, and supervisors.

(2) A 14 member bi-partisan Joint Legislative Committee composed of members from the Education and Finance Committees of the House and Senate to conduct hearings and refine the Distinguished Teacher-Distinguished Administrator Legislation proposed in 1983.

(3) Invited advisors included Dr. Jason Millman, Dr. James Popham, Dr. Robert Soar, Dr. George B. Redfern, and Dr. Paul Hersey. Other consultants will be involved as the system is developed more fully.

The first major step in the development of TASES involved the identification and selection of an approach for analyzing the performance of administrators and supervisors. Four approaches were identified (Lipham, 1974), the task approach, the process approach, the theoretical approach and the competency approach. The competency approach was chosen because, according to Lipham (1975, p. 19),

> "The competency/performance based approach to the scope and nature of administrative performance represents a significant new thrust on the American educational scene. This approach draws upon the previous ones in the following unique ways: the theoretical approach, in that specific indicators of behavior or behavioral outcomes are identified and analyzed; the process approach, in that process relations are stressed more than are the product outcomes of behavior; and the task

> approach, in that the role functions of specific administrators are typically enumerated in some detail. Thus, the competency-based approach identifies specific administrative roles, such as superintendent of schools, central office supervisor or coordinator, or school principal, and, through use of a theory-process, theory-task, or, more, typically, a process-task grid, specifies both the competencies to be attained and the indicators of their fulfillment. Within this approach, more work has been done to date regarding the principal's performance than has been done regarding other administrative roles within the educational organization."

In a review of the competency approach, the American Association of School Administrators in a critical issues report (Neill, 1978, p. 5) stated, "The minimum competency movement could be the major school reform of the 20th century." Closely related to the concept of minimum competency for students is the concern for professional accountability." As Neill (1978, p. 7) continues,

> "Accountability has been attempted - or at least talked about - in education since the 1960's. By late 1972, 23 states had passed Legislation or joint resolutions featuring some aspects of accountability. The mandates, although diverse, require setting goals for education and for making someone accountable for reaching those goals."

Another step in TASES development followed a more traditional path. The projects of other state departments of education, school systems and regional research programs were reviewed to determine the procedures followed by others in establishing their evaluation systems. Materials including those from Florida, North Carolina, South Carolina, Georgia, New York, California, and Wisconsin were collected and examined. Conferences were held with persons who were either directly responsible for the development of plans or with persons responsible for the evaluation of plans which had been developed.

Agencies such as the Educational Research Service, Inc., The University Council on Educational Administration, The NASSP Assessment Center, The Tennessee Valley Authority Assessment Center, The University of Utah and The Learning Resources Center at the University of Tennessee, were contacted and provided suggestions and assistance.

The evaluation systems of all 142 school systems in Tennessee were reviewed to determine current practices and measurement instruments used to evaluate administrators and supervisors. Representatives of six school systems perceived to have the best evaluation system were interviewed to explore in greater depth the nature of their evaluation systems.

Development of Competencies

A review of effective schools research provided an initial list of competencies perceived to be related to effective administrative performance. Other administrator and supervisor competencies were identified from state or national studies (Harris, 1982; Metzger, 1975; Lynch, 1977; Georgia Department of Education, 1974). From the hundreds of competencies identified, 29 were selected from among the ones identified by other studies as most valid and reliable, along with 178 performance indicators to be reviewed by administrators and supervisors in Tennessee. This list of competencies was reviewed at an invitational conference by panels of superintendents, college faculty members, supervisors, high school principals, assistant principals, and school board members. The task was to identify the competencies and performance indicators which were appropriate to the instructional function of administrators and supervisors and to determine the relative importance of the competencies and performance indicators. Each panel consisted of eight to ten members representing a single role.

The competencies and performance indicators were reviewed by the executive committees of the Supervisors' Study Council, the Tennessee Association of Elementary School Principals, and the Principals' Study Council. They were also reviewed by superintendents attending the annual Superintendents' Conference, supervisors who attended seven area supervisor study council meetings, principals who attended 17 area principal study council meetings, and by administrators and supervisors attending selected county or city associations of administrators or supervisors. More than one-third, or 863, of the administrators and supervisors in Tennessee evaluated the list of competencies and performance indicators. In each case the administrator or supervisor, including the invitational panel, was asked to indicate whether the competency was appropriate to his/her instructional function. Each administrator and supervisor was also asked to indicate the level of importance of the competency or performance indicator. At a subsequent statewide and a regional meeting, supervisors were asked to identify additional competencies which they perceived to be unique to their particular role. They were also administered a questionnaire related to their job functions: the time allotted to those functions, and the importance they attached to those functions. Based on the data produced, a review of Danley and Burch's (1978) study, a review of Hughes (1983) article, and a review of numerous public school system job descriptions, a job description for supervisors in Tennessee was developed and submitted to the Select Committee.

Simultaneously different groups of supervisors developed suggested revisions to the list of competencies and performance indicators. These suggestions and those of all other administrators and supervisors responding to the list of competencies were compiled and considered in making revisions.

At the conclusion of the field review, administrator and supervisor responses were coded and entered into the computer. Competencies which were identified by more than 80 percent of all respondents as being instructionally appropriate to their professional role were designated core competencies. More core competencies which were identified by 75 percent or more of the respondents in a given category as being appropriate to their role responsibilities were identified as special competencies for the appropriate categories. Competencies not identified by 75 percent of the respondents as appropriate were analyzed to determine what factors might account for their lack of acceptance.

All suggested changes to competencies and performance indicators were then reviewed and those competencies rejected for reasons of wording were re-phrased for further testing. Performance indicators were analyzed to see that they were important, measurable, and related to the identified competencies. Competencies which satisfied the requirements for being a special competency were also retained.

Following this initial round of reviews, several groups of administrators and supervisors reviewed the revised wording of competencies and performance indicators and made additional suggestions. Outside advisors to date, including James Popham, Robert Soar, and Jason Millman, have been consulted regarding the development and wording of the competencies and performance indicators. They also have provided insight as to appropriate means of developing evaluation instruments and scoring systems.

Future Plans

Following any changes that take place as to the number and wording of competencies and performance indicators, the original panels of invited educators will be asked to re-evaluate the instructional appropriateness of the remaining core and special competencies and to assign each competency and performance indicator a level of importance by use of an allotted point system. This process will be used to validate the identified core and special competencies and performance indicators, and to assign a weight to each. In addition, performance indicators used to measure each competency will be reworded as necessary. The criteria for selecting performance indicators include the following: (a) they will measure important aspects of a competency, (b) they will be limited in scope, (c) they will be measureable, and (d) they will be subject to control by the person being evaluated.

Development of Evaluation Instruments

The development of administrator-supervisor evaluation instruments depends on the criteria. As Bolton (1975) indicates,

> "Even the meaning of the term 'criteria for evaluation' is unclear; some people are referring to characteristics or personal qualities of administrators (such as emotional stability, appearance, and sociability). Others are referring to certain functions performed (such as implementation or maintenance). Others are referring to procedures used by administrators (such as conducting in-service programs for teachers, planning with PTA groups, or initiating a change in some aspect of the curriculum), while still others are referring to results of behavior (such as changes in teacher behavior, or changes in school climate or parental satisfaction)."

For purposes of developing the TASES, the "criteria for evaluation" of administrators and supervisors relate to the competencies identified in the effective schools research which were validated in Tennessee. They include competencies demonstrated in performing instructionally related tasks and processes used in performing those tasks. The criteria will also include measured outcomes.

These criteria will guide the collection of data. Because the work of administrators and supervisors involves many different activities in different settings, the means of data collection must necessarily involve a great variety of methods. As Morris (1981), and Morton (1981) observe, principals are active people whose verbal interactions are frequent and of very short duration and whose activities put them in many different settings. Supervisors are responsible for functioning in many different schools and classrooms and perform in ways that are equally difficult to evaluate.

The selection of evaluation procedures, and hence the collection of data, has been determined, in part, by provisions of the Act.

Included are the use of interviews, observations, conferences, and a test of knowledge. It is possible that other procedures such as the use of questionnaires and critical incidents will also be used. Instrumentation for each procedure will be developed consistent with the TASES evaluation criteria.

The initial application will document an applicants' eligibility based on years of experience and their current position. Only those applicants who meet the requirements will be eligible for further consideration.

To ensure that all applicants receive the same information and are equally aware of the procedures to be followed in the evaluation process, a standard format will be followed in the initial interview. An information sheet will be used to identify the evaluation criteria, outline the evaluation steps to be followed by the applicant and the evaluators, and indicate the data to be provided by the applicant. Core and special competencies to be evaluated will be identified, as well as peers, subordinates, and superiors familiar with the applicants work. The applicants job setting and job description will be discussed and the applicant will be provided with the names of the selected outside evaluators and have an opportunity to request substitutes as provided by the Act. A visitation schedule will be established, subject to future revision.

An observation form will be developed. Competencies common to all administrators and supervisors will make up part A of the evaluation form. Specific competencies, from which each administrator or supervisor could select those appropriate to their instructional role, will make up part B of the observation form. Each competency to be observed will be referenced to selected performance indicators. The "score" recorded for each performance indicator will be based on the evaluators judgement as to the evaluatees performance level on the indicator and the most appropriate method for recording the data will be used.

Data to measure each competency will be gathered from several sources including interviews, critical incidents, observations, a test of knowledge, and other evidence. Data collected and procedures followed will be standardized across applicants.

Developing a test of knowledge based on core and specialized competencies for use in Tennessee with administrators and instructional supervisors will be a rigorous task. Whether "contracted out", "developed locally" or "purchased" from an agency such as the Educational Testing Service, there will be a focus on identifying (a) the knowledge needed to perform the required competencies, and also on (b) applying the knowledge to practical problems faced by administrators and supervisors in the performance of their responsibilities.

Assuming that the test of knowledge is "developed locally" a panel will be commissioned to generate questions of knowledge related to each common and specialized competency. Similarly, a panel will be convened to generate "problem-type" questions involving standard simulated situations which would require demonstration of an applicant's ability to apply his/her knowledge in competency areas. Following the generation of knowledge and problem-solving type questions for each competency, the questions would be administered to panels of experts to validate the questions. A content analysis of expert responses would be completed to identify categories of acceptable responses.

The questions would then be administered in a pilot test to practicing administrators and supervisors and appropriate statistical treatment of the data would be completed to develop performance norms for each question. This would facilitate standardized scoring of applicants responses. A bank of test questions for each common and special competency would be developed. Questions for a given applicant would be randomly selected from the appropriate bank of questions.

Upon a candidates completion of the test at designated centers, under controlled conditions, the test would be anonymously scored using the content analysis guide, keys to multiple choice questions, or optical scan sheets which had been previously developed. (Note - each scorer, where appropriate, would have received training in content analysis prior to being asked to score applicants' test questions.) Test results would be placed in the applicant's portfolio for consideration as a part of the data to be used for evaluation of competencies.

Portfolio materials in support of an applicant's request for evaluation would include a statement of the applicant's goals, critical incident statements supportive of the applicant, evidence of instructional supervisory activity, communication with the faculty/staff and other material in support of the competencies being evaluated. In each instance, a standard format will be followed in the collection and presentation of data. Each applicant will be responsible for accumulating data in the portfolio and for verifying its accuracy. Evaluators will be responsible for assessing its contribution to the competencies being evaluated.

An integral part of the evaluation process consists of interviewing applicants, as well as peers, subordinates, and superiors of the applicant. These interviews will use a structured interview guide to ensure the collection of comparable data for all applicants as well as to standardize the data collection procedure.

The purpose of these interviews will be to provide the evaluators with a better understanding of the data provided by the applicant and others as to the applicants' competency. At least one interview will include questions pertaining to standard instructional problem which will be presented to each applicant as a basis for determining his/her ability to demonstrate higher order problem solving skills.

The importance of interviewing as a means of collecting data needs to be underscored and precautions related to its use noted. As Good (1963, p. 295) states:

> "A well-conducted interview is not just a haphazard series of questions and answers of a pleasant conversation. The interviewer has a set of carefully prepared questions to serve as a thread of conversation, although he may vary the order of the questions to adapt to special circumstances."

and further (Good, 1963, p. 297):

> "The involvement of any respondent in an interview situation includes two major components: "task involvement" (involvement with the questions and answers) and "social involvement" (involvement with the interviewer as a personality). Validity should increase in proportion to the extent of task involvement on the part of the respondent."

The training of evaluators as interviews will take these observations into consideration as well as other suggestions by Stewart and Cash (1978) related to note taking, question framing, interviewer bias, role expectations, and interviewer behavior.

The pre-observation conference is intended to clarify the nature of the meeting being observed as well as to identify those common and special competencies which will be demonstrated during the meeting. More specifically, the purpose of the meeting, who will be present, issues to be discussed, procedures to be followed, and outcomes expected will be reviewed. Meetings which would be suitable for observation include faculty meetings, staff meetings, curriculum development meetings, and in-service meetings routinely conducted by the applicant.

Administrators and supervisors are not expected to "teach" classes for faculty or staff the way teachers teach classes of students. They conduct various kinds of professional meetings, however, and in the process demonstrate competencies. The frequency of these meetings, however, and the diversity of focus and purpose has limited the development of valid and reliable systems for observing administrators and supervisors in this work setting. Instrument which relate to the interaction analysis process and/or measure participant behavior will be reviewed as potential data gathering instruments. The use of other recording scales also will be explored. Most administrator-supervisor observation systems now in use, however, depend on ratings or rankings (Nygaard, 1974). Simultaneously, increased emphasis is being placed on non-observational approaches (Bolton, 1975). Considering these findings, an observation system will be developed using observable common and special competencies, each operationally defined by selected performance indicators. Following the instrument's development it will be field tested and revised to ensure its validity and reliability.

Post-observation conferences will focus on reconstructing meetings observed and clarifying the observations of behavior with the applicant. The results of the observation conferences will be made available to applicants for use in staff development activities and to the outside evaluators for use in completing the summative evaluation to be used in determining levels of competency and the certificate to be awarded.

Summary

Development of the TASES began with a review of research findings related to effective schools, an examination of other state evaluation projects and the identification of competencies for administrators and supervisors. It proceeded through extensive field testing by practicing administrators and supervisors to determine the appropriateness and levels of importance attached to each competency and performance indicators. Careful refinement of competencies and performance indicators and the development of evaluation instruments is now underway. Refinement of the evaluation instruments for use in gathering data from different sources will result from extensive field testing. The development of a data management system, development of tests of knowledge, training evaluators, and establishing the system as operational will take place in the next phase.

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APPENDIX A

- Rowe v. General Motors
- Wade v. Mississippi Corporative Extension Service
- Brito v Zia Company
- Albemarle Paper Co. v. Moody
- Bakke v. Regents of the University of California
- Aluminum and Chemical Corp. v. Wiker
- Griggs v. Duke Power Company
- Baxter v. Savannah Sugar Refining Corp.
- James v. Stockham Valves and Fittings Co.
- Baker v. Columbus Municipal Separate School Districts
- Schware v. Board of Examiners
- Mt. Healthy City School District v. Doyle
- U. S. v. Texas Education Agency
- Chance v. Board of Examiners
- Waston v. County School Board of Nansemond County, Va.
- Perry v. Sinderman
- Sarac v. SV. Board of Education
- Morrison v. Board of Education
- Andrews v. Drew Municipal Separate School Districts
- Reinhardt v. Board of Education
- Governing Board v. Brennan
- Pickering v. Board of Education
- Watts v. Seward School Board
- Amburgey v. Cassady
- Pietrunti v. Board of Education of Brick Township
- Parducci v. Rutland
- Tinker v. Des Moines Independent School District
- Keefe v. Geanakos
- Lindros v. Governing Board of Torrance School District
- Oakland Unified School District v. Olicker
- Brubaker v. Board of Education
- Fresno City H. S. District v. DeCaristo

AN ACT to enact the Comprehensive
Education Reform Act of 1984, and
to revise, amend, and repeal
provisions of Tennessee Code
Annotated, as necessary.

BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF TENNESSEE:

SECTION 1. This Act shall be known and may be cited as the "Comprehensive Education Reform Act of 1984".

SECTION 2. Tennessee Code Annotated, Title 49, is amended by adding Sections 3 through 71 of this Act as a new chapter, divided into a part on general provisions, consisting of Sections 3 through 13, a part on certification, consisting of Sections 14 through 25, a part on the career ladder for teachers, consisting of Sections 26 through 39, a part on the career ladder for principals, consisting of Sections 40 through 48, a part on the career ladder for supervisors, consisting of Sections 49 through 57, and a part on teacher training consisting of Sections 58 through 67, and a part on the principal-administrator academy, consisting of Sections 68 through 71.

SECTION 3.

(a) The purpose of this chapter is to establish a professional career ladder program for full time teachers, principals and supervisors.

(b) (1) The career teacher program shall consist of probationary teacher, apprentice teacher, professional teacher, senior teacher, and distinguished senior teacher positions. The career ladder program shall be designed to promote staff development among teachers, and to reward with substantial pay supplements those teachers evaluated as outstanding and who may accept additional responsibilities as applicable.

(2) The career principal program shall consist of provisional principal, senior principal, and distinguished senior principal positions. The career ladder shall be designed to improve the administrative skills of principals, and reward with substantial pay supplements those principals evaluated as outstanding.

(3) The career supervisor program shall consist of provisional supervisor, senior supervisor, and distinguished senior supervisor positions. The career ladder shall be designed to improve the skills of administrative supervisors, and reward with substantial pay supplements those supervisors evaluated as outstanding.

(c) In each career ladder program, the professional teacher certificate, the senior principal certificate and the senior supervisor certificate shall be the basic certificates and all upper level certificates shall be supplementary to the basic certificate.

SECTION 4. For purposes of this chapter, the following terms have the following meanings unless the context requires otherwise:

(1) "Academy" means the principal-administrator academy created by the Act.

(2) "Apprentice Teacher" means a person who has completed satisfactory service as a probationary teacher and who holds an apprentice teacher certificate issued by the State Certification Commission.

(3) "Assistant Principal" means a person who serves in a position covered by the provisions of Section 46 whether designated as assistant principal, associate principal, deputy principal, vice principal, or otherwise.

(4) "Career level teacher" means a person who has been employed as an apprentice teacher for not less than three (3) years and who holds a professional teacher certificate, senior teacher certificate or distinguished senior teacher certificate issued by the State Certification Commission.

(5) "Career level principal" means a person who holds a senior principal or distinguished senior principal certificate issued by the State Certification Commission.

(6) "Career level supervisor" means a person who holds a senior supervisor or distinguished senior supervisor certificate issued by the State Certification Commission.

(7) "Educator" means a teacher, supervisor, or principal eligible for certification under the provisions of this Act.

(8) "Principal" means any person employed on a full time basis by a local education agency and certified as a provisional or career level principal under the provisions of this Act, or any person who is certified by the State Board of Education as a principal, vice principal, or assistant principal.

(9) "Probationary Teacher" means a teacher who has received a passing score on the state teacher examination and has received initial employment in a school system.

(10) "Provisional Principal" means any person who holds a provisional principal certificate issued by the State Certification Commission.

(11) "Provisional Supervisor" means any person who holds a provisional supervisor certificate issued by the State Certification Commission

(12) "Regional Commission" means Regional Certification Commission created by this chapter operating in any one grand division of the State.

(13) "State Certification Commission" means the State Certification Commission created by this chapter.

(14) "Supervisor" means a person involved in staff or curriculum development on a full time basis and who is included in the description of administrative supervisors formulated by the State Board of Education under the provisions of this Act.

SECTION 5. This chapter shall apply to all educators who enter the teaching profession for the first time after the effective date of this Act or who are certified as an apprentice or career level teacher or a provisional or career level principal or supervisor after the effective date of this Act. Educators employed at the state special schools shall be included under the provisions of this Act on the same basis as educators employed by local education agencies.

SECTION 6.

(a) For the purposes of implementing the career ladder program for teachers, any public school teacher who has been employed as a certified teacher for at least twelve (12) years on the effective date of this Act may apply for and is eligible to be considered for certification as a senior teacher or a distinguished senior teacher, and any such teacher who has been employed as a certified teacher for at least eight (8) years may apply for and is eligible to be considered for certification as a senior teacher. Any person who has been employed as a certified teacher for at least three (3) years may apply for and is eligible to be considered for certification as a professional teacher. Certification as a professional teacher shall be granted to any eligible teacher who receives a passing score on the most recent edition of the National Teacher Examination Commons or Specialty Area Tests or another [illegible] state professional skills test selected by the State

Certification Commission and such other requirements as the State Certification Commission may establish for this purpose. All teachers who receive the professional teacher certificate shall receive the supplement provided for professional teachers in Section 31.

(b) For the purpose of implementing a career ladder program for principals, any person employed and certified as a principal on the effective date of this Act who has been employed as a principal for at least eight (8) years and who meets the criteria established by the State Certification Commission shall be eligible to apply for a senior principal or distinguished senior principal certificate. Any person employed and certified as a principal on the effective date of this Act who has been employed as a principal for at least three (3) years and who meets the criteria established by the State Certification Commission shall be eligible to apply for a senior principal certificate.

(c) For the purpose of implementing a career ladder program for supervisors, any person employed and certified as a supervisor on the effective date of this Act who has been employed as a supervisor for at least eight (8) years and who meets the criteria established by the State Certification Commission shall be eligible to apply for a senior supervisor or distinguished senior supervisor certificate. Any person employed as a supervisor on the effective date of this Act who has been employed as a supervisor for at least three (3) years and who meets the criteria established by the State Certification Commission shall be eligible to apply for a senior supervisor certificate.

SECTION 7.

(a) Any person who was certified and employed full time prior to the effective date of this Act, as a teacher, principal, or supervisor, and who becomes certified and is employed as a career [illegible] teacher, principal or supervisor, may, prior to the expiration of their first career level certificate issued by the State Certification Commission under this chapter, elect to renew the certificate previously issued by the State Board of Education.

(b) Any certified person may elect this option only one time and upon doing so, shall receive all future certificates from the State Certification Commission acting as the board of examiners of teachers under the provisions of Tennessee Code Annotated, Title 49, Chapter 12.

(c) Any person who was certified and employed full time prior to the effective date of this Act, as a teacher, principal, or supervisor who applies for any career level certificate provided for in this chapter and who does not qualify for such certificate shall retain the certificate issued prior to the effective date of this Act for the remainder of the term of that certificate and may renew that certificate in accordance with standards issued by the State Certification Commission in accordance with Tennessee Code Annotated, Section 49-1236.

(d) When determining whether any person applying for any certificate provided for in this Act meets a minimum qualification relating to prior years of experience, the applicant's total current, relevant years of experience shall be credited notwithstanding any breaks in employment. The State Certification Commission may, by rule, establish criteria by which the currency and relevancy of the prior experience may be determined.

SECTION 8. Persons applying for any certificate provided for in this Act shall apply to the State Certification Commission.

SECTION 9.

(a) Any person applying for a certificate provided for herein who is not certified by the State Certification Commission may request the State Board of Education to review the decision by filing a written request for review of the decision of a regional commission, or the State Certification Commission within thirty (30) days following the date of the decision. This request shall contain a detailed statement of the basis of the request for review.

(b) The State Board of Education shall conduct this review based upon the record prepared by the regional commission or the State Certification Commission or both and shall have the authority, by rule, to prescribe the contents and form of this record. This record shall include any statements or written evidence which the person applying for the certificate desires to submit.

(c) Upon the receipt of the request for review of a decision and the record of the proceedings of either the regional commission or State Certification Commission, as applicable, the State Board of Education shall authorize a staff member to review the record and prepare proposed findings of fact and a recommended decision which shall be sent to the parties.

(d) Any person applying for the certification who does not agree with this proposed decision in his case may, within ten (10) days of his receipt of the decision, file written exceptions to the decision stating in detail his reasons for taking exception to the proposed decision and may request a hearing before a duly authorized hearing officer of the State Board of Education. If a hearing is requested, it shall be limited to the record below; provided, however, that the person filing the exception shall be entitled to introduce new evidence relating to the bias or prejudice of either the regional commission or the State Certification Commission or, with the approval of the hearing officer, any other additional evidence when it has been shown to the satisfaction of the hearing officer that the additional evidence is material and that there were good reasons for failure to present it in the proceedings before the regional commission or the State Certification Commission.

(e) Any person applying for a certificate provided for in this Act who is aggrieved by the decision of the State Board of Education is entitled to judicial review in the manner provided for in Tennessee Code Annotated, Section 4-5-322.

(f) No person seeking to review a decision of a regional commission, the State Certification Commission or the State Board of Education shall be entitled to be paid the salary supplement for the certificate in dispute but shall be entitled to receive the salary supplement for any current, valid certificate held by such person.

(g) The State Board of Education may, in its discretion, direct the State Certification Commission to extend the validity of a certificate provided for in this Act, for a period not to exceed one (1) year, for any person requesting a review of a decision of a regional board or the State Certification Commission. Provided, however, that any person whose certificate is extended after it otherwise expires shall not be entitled to the salary supplement provided for in this Act and shall not be required to perform the additional duties, if any, required in this Act.

(h) The State Board of Education shall construe the provisions of this Act, and the rules, regulations, and evaluation criteria promulgated pursuant thereto, in favor of the person seeking review, absent substantial and material evidence to the contrary. However, the burden of going forward with the evidence shall be upon the person seeking to review the decision of a regional commission or the State Certification Commission.

SECTION 10. Once a person qualifies for and receives a salary supplement as a professional, senior or distinguished senior teacher or a senior or distinguished senior principal or supervisor, such person shall not be denied the supplement unless

(1) he is dismissed for cause;

(2) he fails to maintain or renew any certificate provided for in this Act; or

(3) elects not to or refuses to perform the extra duties required in this Act.

SECTION 11.

(a) Costs of administration of this Act, including the salary supplements, pay for substitutes, travel expenses of the members of the Regional Commissions or the State Certification Commission, and other expenses incident to the Act, shall not be a part of or paid through the Tennessee Education Finance Act of 1977 (Tennessee Code Annotated, Title 49, Chapter 6).

(b) Funds paid out by the state under the provisions of this Act shall not be subject to the provisions of Section 8-11-110, and shall not be subject to any reduction on account of that section or otherwise.

SECTION 12. Not less than every four (4) years, the General Assembly shall review the amount of the supplements provided for herein in relation to the cost of living increases which have occurred during the years following the time the supplements were last reviewed or set.

SECTION 13.

(a) There is hereby created a special joint committee of the General Assembly composed of three (3) members of the Education Committee of the Senate and three (3) members of the Finance, Ways and Means Committee of the Senate appointed by the Speaker of the Senate and three (3) members of the Education Committee of the House of Representatives and three (3) members of the Finance, Ways and Means Committee of the House of Representatives appointed by the Speaker of the House. This committee shall examine the fiscal posture of the teacher compensation program based on the number of teachers eligible for supplements, and shall issue an annual report to the Governor and to the General Assembly for such time as the General Assembly considers appropriate. The Commissioner of Education, the Department of Education and the State Certification Commission shall provide the committee with whatever information relating to the implementation of this Act that the committee may from time to time require.

(b) If, after the fourth year of implementation, the number of senior or distinguished senior teachers, principals or supervisors rises by more than five percent (5%) in any twelve (12) month period, the State Certification Commission shall notify the General Assembly. The General Assembly thereupon shall take such action as is necessary to protect the fiscal integrity of the career ladder program.

(c) It is the intent of the General Assembly that the salary supplements provided for herein be awarded on the basis of outstanding performance and that the standards utilized for this purpose be kept high. The Commissioner of Education shall report to the committee on the adequacy of the standards.

SECTION 14. There is hereby created the State Certification Commission, which is responsible for the certification of all educators provided for in this Act.

SECTION 15. The State Certification Commission shall consist of thirteen (13) persons appointed by the Governor, as follows: four (4) distinguished senior teachers, one (1) from each grand division and one (1) at large, and at least one (1) being an elementary school teacher, one (1) a middle school teacher, and one (1) a high school teacher; two (2) distinguished senior principals, at large; one (1) distinguished senior supervisor, at large; two (2) distinguished representatives of higher education, one (1) from a public and one (1) from a non-public institution approved for teacher training in Tennessee by the State Board of Education; three (3) distinguished lay persons, one (1) from each grand division; and the Commissioner of Education. Except for the Commissioner of Education, the appointed members shall be subject to confirmation by the Senate and the House of Representatives. Members shall be eligible for reappointment and shall serve until their successors are appointed and qualified. If a vacancy occurs or if an appointment is required at such time the General Assembly is recessed or adjourned, the Governor may make an interim appointment which shall be subject to confirmation when the General Assembly next convenes. The members shall annually elect one of their number to serve as chairman. In making his initial appointments, the Governor shall appoint one (1) distinguished senior teacher and one (1) lay person to a term of one (1) year; one (1) lay person, and one (1) higher education representative for a term of two (2) years; and all other appointments for three (3) years. Thereafter, all terms shall be for three (3) years.

SECTION 16. The State Certification Commission shall have the following duties:

(1) To receive from each Regional Commission, recommendations for the certification of all apprentice and professional teachers and provisional principals and supervisors under the provisions of this chapter.

(2) To review and act upon all applications for senior and distinguished senior teachers, principals and supervisors.

(3) To receive, from local boards of education, recommendations for certification of probationary teachers.

(4) To promulgate, with the approval of the State Board of Education and in consultation with the Advisory Commission on Teacher Education and Certification, certification standards and criteria including education and competency requirements. Upon approving the standards and criteria prepared by the State Certification Commission, the State Board of Education shall file the standards and criteria with the Office of the Secretary of State. Copies of these standards and criteria shall also be filed with the education committees of the Senate and House of Representatives.

(5) To study the use of student progress or achievement, as measured by standardized testing or other appropriate measures, as an indicator of successful teaching and effective schools, and to review periodically the standards and criteria used for teacher and

principal evaluation in view of the findings resulting from such study.

(6) To develop, approve, or acquire such tests and examinations as it deems necessary to further the certification process.

(7) To certify all educators under the provisions of this Act, including the granting of licenses to probationary teachers and certificates to apprentice teachers.

(8) To appoint panels to assist it in the performance of its duties.

SECTION 17.

(a) The State Certification Commission shall, by rules which it may promulgate or amend from time to time, regulate and provide operating policies and procedures which ensure fairness, quality, professionalism, and efficiency in the career ladder certification system, including uniformity among the regional commissions created in this Act.

(b) The State Certification Commission shall have all the power and authority over such certificates expressly including the power to promulgate rules governing the administration of this chapter and the issuance or reissuance of certificates for all persons desiring certification or recertification whether or not employed by a local board of education. Under such rules, the State Certification Commission may establish guidelines with regard to the frequency and number of times a person may make application for the various professional level teacher certificates, or the various principal or supervisor certificates. All rules and criteria adopted by the State Certification Commission shall be approved by the State Board of Education in accordance with Section 16 prior to their effectiveness.

SECTION 18. The State Certification Commission may assign applications to the regional commission of the grand division in which the person applying resides.

SECTION 19. The State Certification Commission shall serve without pay other than their usual compensation except that travel expenses will be reimbursed in accordance with the provisions of the comprehensive travel regulations as promulgated by the Department of Finance and Administration and approved by the Attorney General.

SECTION 20. In each grand division of the state there shall be a Regional Certification Commission.

SECTION 21. Each regional certification commission shall be composed of nine (9) persons to be appointed by the State Certification Commission in accordance with procedures the State Certification Commission shall adopt. These appointments shall be as follows: four (4) distinguished senior teachers employed within the grand division, one (1) of whom shall have major experience in grades kindergarten through four (4) of elementary school, one (1) in middle school, one (1) in senior high school, and one (1) at large; two (2) distinguished senior principals employed within the grand division, one (1) of whom shall have major experience in elementary school, and one (1) in high school; one (1) distinguished senior supervisor employed within the grand division; one (1) member of the teacher education department of a higher education institution in the region approved for teacher training; and one (1) lay person. The appointed members shall serve until their successors are chosen and qualified and may succeed themselves. In making the initial appointment to each regional commission, the State Certification Commission shall appoint two (2) distinguished senior teachers and one (1) distinguished senior principal to a term of three (3) years; one (1) distinguished senior teacher, one (1) distinguished senior principal and one (1) distinguished senior supervisor to a term of two (2) years; and one distinguished senior teacher, one (1) lay person and one (1) member of the teacher education department of a higher education institution in the region approved for teacher training to a term of one (1) year. Thereafter, all terms shall be for three (3) years.

SECTION 22. The regional commissions shall have the following duties:

(1) To review and act upon all applications for certification for apprentice or professional teachers and provisional supervisors and principals.

(2) To assign evaluation teams from among distinguished senior teachers, or distinguished senior principals or supervisors as applicable or professional qualified evaluators to conduct the evaluations and make recommendations to the regional commissions.

(3) To make recommendations to the State Certification Commission concerning certification for apprentice and professional teachers and provisional principals and supervisors.

SECTION 23. The regional commission members shall serve without pay, other than their usual compensation as public employees, but will be reimbursed for their expenses while on regional commission duty in accordance with the provisions of the comprehensive travel regulations as promulgated by the Department of Finance and Administration and approved by the Attorney General.

SECTION 24. The Department of Education shall reimburse local education agencies an amount not to exceed thirty dollars ($30) per day for any necessary substitute while a career level teacher, principal, or supervisor or a Regional Commission or a State Certification Commission member is performing duties under this chapter.

SECTION 25.

(a) After the effective date of this Act, all certificates for teachers, principals, or supervisors, and renewals thereof shall be issued by the State Certification Commission in accordance with the terms of this chapter.

(b) After the effective date of this Act, the State Certification Commission shall assume the duties of the Board of Education under Tennessee Code Annotated, Title 49, Chapter 12, as the board of examiners of teachers.

(c) All certificates of educators who are not included in the professional career ladder program provided for in this Act, in effect on the effective date of this Act, under the provisions of Tennessee Code Annotated, Title 49, Chapter 12, shall remain in full force and effect according to their terms and may be renewed, as provided by subsection (b) and in accordance with the regulations of the State Board of Education.

SECTION 26.

(a) The State Certification Commission shall issue four (4) levels of teaching certificates: apprentice, professional, senior and distinguished senior. Teachers possessing a current, valid certificate on the effective date of this Act shall be eligible to apply for career level certificates based on experience as set out in Section 6 of this Act. Teachers who are employed initially after the effective date of this Act shall be eligible to apply for career level certificates based on experience, as follows:

(1) Professional -- Employment for three (3) years as an apprentice teacher.

(2) Senior -- Employment for at least five (5) years as a professional teacher.

(3) Distinguished Senior -- Employment for at least five (5) years as a senior teacher.

SECTION 27.

(a) All teachers certified after the effective date of this Act and all current teachers who choose to participate in the career teacher program, shall be evaluated according to the process adopted by the State Certification Commission.

(b) Advancement from one career level to another shall be awarded by the State Certification Commission as provided for in this chapter.

(c) These evaluations shall be part of a teacher's permanent record.

SECTION 28.

(a) The initial certificate for professional, senior and distinguished senior teachers shall be valid for five (5) years and shall be renewable for additional periods of five (5) years. The license for a probationary teacher shall be for one (1) year and shall not be renewable. The license for the apprentice teacher shall be valid for three (3) years and shall not be renewable.

(b) In addition to the other requirements provided for herein, during each renewal cycle, a teacher shall complete two (2) academic courses as part of the certification renewal process. Credit shall be granted only for upper division level courses in the respective area of certification which are completed with a composite 2.5 grade point average (on a four (4) point grading system). A teacher may complete upper division courses in another subject if they are taken with the goal of broadening the areas of certification.

(c) (1) In the case of a professional teacher who has been evaluated and found not to meet the minimum competency standards of the State Certification Commission, the State Certification Commission shall send a written notice of its findings to the teacher, the local education agency employing the teacher and the Commissioner of Education.

(2) Upon receipt of this notice from the State Certification Commission, the Commissioner of Education shall notify the local education agency employing the teacher that the state minimum foundation funds allocated to that teacher will be withheld and discontinued beginning the first day of the next school year following the month in which the State

Certification Commission's decision was made, for so long as the teacher remains employed by the local education agency.

(3) A local education agency may, together with a teacher found not to meet minimum competency standards, appeal the withholding of funds under this subdivision. Such appeal shall be made in accordance with the provisions of Section 9 of this Act. If the local education agency files an appeal from the notice that state funds will be discontinued as provided for herein, the funds shall not be withheld pending the final determination of the appeal by the State Board of Education. If the State Board of Education finally upholds the determination of the State Certification Commission and decides that the teacher did not meet minimum competency standards, the minimum foundation funds, in an amount relating back to the date upon which the State Certification Commissioner's determination was originally made shall be withheld from current or future payments by the State to that school district.

(4) The funds withheld in accordance with this subdivision shall be restored to the local education agency if satisfactory proof that the teacher is no longer employed by the local education agency is presented to the Commissioner of Education.

(5) Nothing in this subdivision shall be construed to prevent a local education agency from continuing to employ a teacher found not to meet the minimum competency standards of the State Certification Commission; provided that the state shall, in no form, be responsible for paying any portion of such teacher's salary and benefits.

(d) Any teacher holding a senior teacher certificate whose certificate is not renewed in due course because of the teacher's failure to meet the relevant certification standards shall, at the expiration of the senior teacher's certificate and if minimum competency standards are met, be issued a professional teacher certificate that shall be valid for five (5) years and shall be subject to renewal in the same manner as other professional teacher certificates.

(e) Any teacher holding a distinguished senior teacher certificate whose certificate is not renewed in due course because of the teacher's failure to meet the relevant certification standards shall, at the expiration of such certificate and if minimum competency standards are met, be issued a senior teacher certificate that shall be valid for five (5) years and shall be subject to renewal in the same manner as other such certificates.

(f) Any career level certificate may be extended by the State Certification Commission for a period of time not to exceed one (1) year if a person's illness, disability or family hardship prevents the completion of the evaluation for the purpose of recertification.

SECTION 29. The criteria for the evaluation of teachers which are to be used by the regional commissions and the State Certification Commission shall include, but not be limited to, the following: (1) classroom or position observation and assessment by a team of properly trained distinguished senior teachers or distinguished senior principals or supervisors in grades K through 12 from outside the applicant's school system; or professionally qualified evaluators; (2) review of evaluations by principals, supervisors and others in authority; (3) personal interview; (4) examination of inservice and professional development activities undertaken by the applicant; and (5) other appropriate criteria.

SECTION 30.

(a) The procedural rules for the evaluation of teachers which are to be used by the local education agencies, regional commissions and the State Certification Commission shall be designed to assure a fair and meaningful evaluation of a teacher's development, growth and performance in the teaching profession. These rules shall be developed in consultation with local school administrators, and teachers, and the education committees of the Senate and House of Representatives.

(b) The procedural rules shall include:

(1) A pre-evaluation interview which includes the identification of performance goals for the teacher, based on the actual subjects to be taught and specific performance criteria as defined in Section 29; such pre-evaluation interview shall be conducted prior to each evaluation required by this section;

(2) Multiple observations in a variety of teaching or supervisory situations;

(3) Review of indicators of student progress, where applicable;

(4) A formal written evaluation which includes the subjects taught and the performance criteria;

(5) A post-evaluation interview in which the specific results of the evaluation are discussed with the teacher, and a written program of assistance for improvement, if needed, is established; and

(6) An opportunity for the teacher to respond, in writing, to the written evaluation with the response to be attached to the evaluation.

(c) The procedural rules shall include the opportunity for multiple evaluations of apprentice teachers. The performance of all apprentice teachers shall be evaluated at least once a year by a regional commission and at more frequent intervals by the local education agency using procedures and evaluation criteria promulgated by the State Certification Commission and approved by the State Board of Education.

(d) The procedural rules shall include the opportunity for multiple evaluations of all teachers holding certificates other than an apprentice teacher's certificate. The performance of all teachers other than apprentice teachers shall be evaluated by the appropriate commission at least two (2) times between the time their certificate is issued or renewed and the certificate's expiration date and may be evaluated at more frequent intervals by the local education agency using procedures and evaluation criteria promulgated by the State Certification Commission. The scheduling of such evaluations by the State Certification Commission or a regional certification commission shall be determined in consultation with the local board of education.

(e) Nothing in the evaluation procedure mandated by this section shall require a decision by a local education agency to grant tenure or continued employment from year to year during the one (1) year probationary teacher period or the three (3) year apprentice teacher period.

(f) Evaluations conducted pursuant to this section shall be open for inspection by the teacher, principal, or local education agency or their designated representatives.

(g) At least one (1) evaluating teacher shall be from the general grade area or subject area as the teacher being evaluated.

(h) Upon being informed of the composition of the evaluating team, the teacher being evaluated may request that up to one member of the team be removed and replaced by the Commission.

SECTION 31.

(a) Any duly certified professional teacher shall be employed for ten (10) months. A professional teacher shall perform those duties prescribed by the local education agency and such additional duties as may be provided for in Section 34.

(b) Beginning in the 1984-1985 school year for teachers then certified, a duly certified professional teacher who has met the standards for certification established by the State Certification Commission and who is employed as such by a local education agency shall receive a one thousand dollar ($1,000) salary supplement in addition to any other compensation to which the teacher may be entitled. To receive the supplement for the 1984-1985 school year, the professional teacher must receive a passing score on the most current edition of the National Teacher Examination Commons or Specialty Area Test by December 31, 1984 or other secure, basic professional skills test selected by the State Certification Commission and such other requirements as the State Certification Commission may establish for this purpose. For school years beginning after the 1984-1985 school year, the State Certification Commission shall establish the deadline by which these tests must be taken and passed.

SECTION 32.

(a) Any duly certified senior teacher paid as such shall be employed for not less than ten (10) nor more than eleven (11) months and shall perform additional duties prescribed by the local education agency from a list of activities approved by the commissioner of education. Upon receiving a senior teacher certificate, a teacher shall choose either a ten (10) month or an eleven (11) month contract consistent with the workplan developed by the local education agency in the manner provided for in Section 34. A teacher may choose to change the term of a contract from year to year consistent with the needs of the system.

(b) (1) Duly certified senior teachers who are employed as such by a local education agency under a ten (10) month contract shall receive a two thousand dollar ($2,000) salary supplement in addition to any other compensation to which the teacher may be entitled.

(2) Duly certified senior teachers who are employed as such by a local education agency under an eleven (11) month

contract shall receive a four thousand dollar ($4,000) salary supplement in addition to any other compensation to which the teacher may be entitled.

SECTION 33.

(a) Any duly certified distinguished senior teacher, paid as such, shall be employed for not less than ten (10) nor more than twelve (12) months and perform additional duties prescribed by the local education agency from a list of activities approved by the commissioner of education.

Upon receiving a distinguished senior teacher certificate, a teacher shall choose a ten (10), eleven (11), or twelve (12) month contract, consistent with the workplan developed by the local education agency in the manner provided for in Section 34. A teacher may choose to change the term of a contract from year to year consistent with the needs of the system.

(b) A distinguished senior teacher shall not be required to spend more than ten (10) days during the regular academic year in performing services for the State Certification Commission or a regional commission. In order not to disrupt student instruction, if the State Certification Commission wishes to use the services of a distinguished senior teacher to perform evaluations for more than a total of ten (10) days during a regular academic year, the State Certification Commission shall receive permission from the local education agency to do so and if denied, the teacher shall be placed on sabbaticals at state expense. Provided, however, that this provision shall not apply to teachers who are serving on the State Certification Commission or a regional certification commission.

(c) (1) Duly certified distinguished senior teachers who are employed as such by a local education agency under a ten (10) month contract shall receive a three thousand dollar ($3,000) salary supplement in addition to any other compensation to which the teacher may be entitled.

(2) Duly certified distinguished senior teachers who are employed as such by a local education agency under an eleven (11) month contract shall receive a five thousand dollar ($5,000) salary supplement in addition to any other compensation to which the teacher may be entitled.

(3) Duly certified distinguished senior teachers who are employed as such by a local board of education under a twelve (12) month contract shall receive a seven thousand dollar ($7,000) salary supplement in addition to any other compensation to which the teacher may be entitled.

SECTION 34.

(a) (1) A professional teacher would be eligible for assignment by the principal to supervise and assist student interns and probationary teachers as an additional responsibility.

(2) A senior teacher shall be subject to assignment by the system superintendent to work with gifted or remedial students or in other student enrichment programs as an additional responsibility in accordance with the plan required in subsection (b). Such teacher may also at the discretion and direction of the principal, supervise and participate in the skills development of apprentice teachers.

(3) A distinguished senior teacher, at the direction of the principal, shall, as an additional responsibility, supervise and assist in the skills development of apprentice and professional teachers. Teachers with eleven (11) or twelve (12) month contracts shall be assigned, as an additional responsibility, to work with remedial or gifted students according to the plan required in subsection (b), or in other student enrichment programs designed by the local board of education.

(b) (1) Each local superintendent shall devise a plan to receive the maximum benefit from the additional responsibilities required of career level teachers. Such plans shall include, but not be limited to, enrichment programs for gifted students; remedial work with students according to their needs; enrichment programs in academic projects for all students, based on local needs and interests; skills development of probationary, apprentice, and professional teachers; and other programs, classes, or activities as will best utilize the particular talents of the senior and distinguished senior teachers and meet the academic and instructional needs of the local system.

(2) The plan shall also include the time periods in which the programs and activities shall occur. If at all possible, each system shall include a summer program in order to fully employ those teachers on eleven (11) and twelve (12) month contracts. Only if a superintendent and local board of education certify that it would not be feasible to finance the costs of required attendance by students in the summer months, may a plan be devised to utilize extra time each day, or during weekends or holidays to offer such programs, instead of summer sessions. A plan may, however, include enrichment or other programs at any time.

(3) The local superintendent shall submit the plan to the local board of education, and the local board, upon approval shall submit the plan to the department of education. The plan shall be reviewed by the department and accepted or rejected on its merits.

(c) If a local education agency finds that it cannot offer a summer program, and if its plan for additional activities during the regular school year is accepted, senior and distinguished senior teachers on eleven (11) and twelve (12) month contracts shall not be required to perform remedial or enrichment work during the summer months if the State Certification Commission is satisfied that the work performed by the teacher otherwise is sufficient to satisfy the additional responsibilities under this Act. If the Commission determines that such plan is inadequate for this purpose, the local superintendent and local board of education shall devise a plan to employ senior and distinguished senior teachers during the summer in curriculum and staff improvement activities.

SECTION 35.

(a) Any person who has been duly certified as a career level teacher shall have the right to be employed by any local education agency. Any local education agency, upon the superintendent's recommendation, shall have the authority to employ a career level teacher from within or from outside the system. This authority is not subject to limitation by whatever means.

(b) A person certified as a senior or distinguished senior teacher may enter into an employment agreement with a local education agency to be employed as a senior or distinguished senior teacher for a term not to exceed the time within which such certificate is valid.

SECTION 36. Any senior or distinguished senior teacher who declines the duties thereof shall not receive the state salary supplement authorized in this chapter.

SECTION 37.

(a) All supplements due to teachers under the provisions of this Act shall be paid directly by the department of education to the local education agency and shall be in addition to its foundation entitlement program, and not a part thereof.

(b) Once determined, the state salary supplement for career level teachers shall remain constant notwithstanding any increased training and experience attained, except the salary supplements for senior and distinguished senior teachers may be increased, as applicable, if the teacher chooses an eleven (11) or twelve (12) month contract.

(c) All supplements shall be subject to the availability of funds as appropriated in each year's appropriation act.

(d) Any person receiving a salary supplement under this Act shall continue to receive the state base pay to which he would be entitled if he were not receiving a salary supplement provided for herein. In devising its local salary schedule, a local education agency may not reduce or freeze the pay of any person receiving a salary supplement under this Act, but such person shall receive any local pay to which teachers with similar training and experience are otherwise entitled.

(e) If the usual term of a teacher's employment extends to eleven (11) or twelve (12) months, and the state and local base pay of such teacher is paid for each of these months, the teacher shall be eligible only for that portion of the supplement provided for in this Act which represents a reward for outstanding performance, and not that portion which represents compensation for the eleventh (11th) or twelfth (12th) month of service which the teacher would not otherwise perform.

SECTION 38.

(a) Any person who meets the minimum qualifications to be a probationary teacher as established by the State Certification Commission shall receive a license which shall be valid for one (1) year and which cannot be renewed.

(b) Any person obtaining a license as a probationary teacher shall have the right to be employed by any local education agency.

SECTION 39.

(a) Any person who meets the minimum qualifications to be an apprentice teacher as established by the State Certification Commission shall receive a certificate which shall be valid for three (3) years and which cannot be renewed.

(b) Any person obtaining a certificate as an apprentice teacher shall have the right to be employed by any local education agency.

SECTION 40.

(a) The State Certification Commission shall issue three (3) levels of principal certificates: provisional, senior, and distinguished senior.

(b) (1) Principals employed on the effective date of this Act shall be eligible to apply for career level certificates based on experience set out in Section 6 of this Act.

(2) Principals employed after the effective date of this Act shall be eligible to apply for career level certificates based on the following:

(A) Provisional -- Completion of requirements defined by the state board of education.

(B) Senior -- Employment for at least one (1) year as a provisional principal.

(C) Distinguished Senior -- Employment as a senior principal for at least five (5) years.

SECTION 41.

(a) All principals certified after the effective date of this Act and all current principals who choose to participate in the career principal program, shall be evaluated according to the process adopted by the State Certification Commission.

(b) Advancement from one career level to another shall be awarded by the State Certification Commission after a positive evaluation. The evaluations shall be designed to measure the administrative competencies, including instructional leadership, as defined by the State Certification Commission. Evaluations for advancement on the career ladder shall be conducted by properly trained principals and educators selected from school systems other than the system in which the evaluated principal is employed. At least one evaluating principal shall be from the same grade area as the principal being evaluated.

(c) These evaluations shall be part of a principal's permanent record.

SECTION 42.

(a) The initial certificate at each level shall be valid for five (5) years and, except for the provisional certificate which is valid for three (3) years and which is not renewable, shall be renewable for additional periods of five (5) years.

(b) Any career level certificate may be extended by the State Certification Commission for a period of time not to exceed one (1) year if a person's illness, disability or family hardship prevents the completion of the evaluation for the purpose of recertification.

(c) If a senior principal applies for a distinguished senior certificate and is unsuccessful, the senior certificate may be renewed if the principal meets the qualifications for a senior certificate.

(d) If a distinguished senior principal is denied recertification as a distinguished senior principal, he shall be eligible, upon meeting minimum competency standards, to be certified as a senior principal.

SECTION 43.

(a) A provisional principal may be employed as such by a local school board for up to three (3) years.

(b) A provisional principal shall perform the duties defined by the local board of education as provided in Tennessee Code Annotated, Section 49-254, or other duties of principals defined elsewhere in Title 49.

SECTION 44.

(a) A senior principal shall work at least an eleven (11) month contract.

(b) A senior principal shall perform the duties defined by the local board of education, as provided in Tennessee Code Annotated, Section 49-254, or other duties of principals defined elsewhere in Title 49.

(c) A senior principal employed as such by a local education agency shall receive a four thousand dollar ($4,000) salary supplement from the state in addition to all other compensation to which the principal may be entitled.

SECTION 45.

(a) A distinguished senior principal shall be employed on a twelve (12) month contract.

(b) A distinguished senior principal shall perform the duties defined by the local board of education, as provided in Tennessee Code Annotated, Section 49-254, and other duties of principals contained elsewhere in Title 49. In addition, a distinguished senior principal shall participate not more than ten (10) days each year in the evaluation of other candidates for career level positions. If it should prove necessary for principals to participate more than ten (10) days in evaluation, such principals shall be awarded sabbaticals in the manner provided for in Section 43 (b).

(c) A distinguished senior principal employed as such by a local education agency shall receive a seven thousand dollar ($7,000) salary supplement from the state in addition to all other compensation to which the principal may be entitled.

SECTION 46.

(a) Each local board of education shall define the job description of all persons employed as assistant principals. If the responsibilities required by the local board do not address the competencies established by the State Certification Commission, the assistant principal may, at the request of the local board and with the concurrence of the State Certification Commission, be exempted from participation in the career ladder program.

(b) An assistant principal who enters the career ladder program shall be subject to the same evaluations and expectations as principals.

(c) Upon receiving a professional teacher's certificate from the State Certification Commission, an assistant principal may work an eleven (11) month contract and receive a four thousand dollar ($4,000) salary supplement from the state. An assistant principal who receives a distinguished senior certificate shall receive a seven thousand dollar ($7,000) salary supplement from the state. These supplements shall be in addition to all other compensation to which the assistant principal is entitled.

SECTION 47.

(a) Any person who has been duly certified as a senior or distinguished senior principal shall have the right to be employed by any local education agency. Any local education agency, upon the superintendent's recommendation, shall have the authority to employ a senior or distinguished senior principal from within or from outside the system. This authority is not subject to limitation by whatever means.

(b) A person certified as a distinguished senior principal may enter into an employment agreement with a local education agency for a term not to exceed five (5) years.

SECTION 48.

(a) All supplements due to principals under the provisions of this Act shall be paid directly by the department of education to the local education agency and shall be in addition to its foundation entitlement program, and not a part thereof.

(b) Once determined, the state salary supplement for career level principals shall remain constant notwithstanding any increased training and experience attained.

(c) All supplements shall be subject to the availability of funds as appropriated in each year's appropriation act.

(d) Any person receiving a salary supplement under this Act shall continue to receive the state base pay to which he would be entitled if he were not receiving a salary supplement provided for herein. In devising its local salary schedule, a local education agency may not reduce or freeze the pay of any person receiving a salary supplement under this Act, but such person shall receive any local pay to which principals with similar training and experience are otherwise entitled.

(e) If the usual term of a principal's employment extends to eleven (11) or twelve (12) months, and the state and local base pay of such principal is paid for each of these months, the principal shall be eligible only for that portion of the supplement provided for in this Act which represents a reward for outstanding performance, and not that portion which represents compensation for the eleventh (11th) or twelfth (12th) month of service which the principal would not otherwise perform.

(f) A career level principal or assistant principal, if eligible, shall receive the state supplement to which he is otherwise entitled during the term of his current certificate even though the school at which he serves is closed or merged, so long as he remains employed in a public school system.

SECTION 49.

(a) The State Certification Commission shall issue three (3) levels of supervisor certificates: provisional, senior and distinguished senior.

(b) (1) Supervisors employed on the effective date of this Act shall be eligible to apply for career level certificates based on experience set out in Section 6 of this Act.

(2) Supervisors employed after the effective date of this Act shall be eligible to apply for career level certificates based on the following:

(A) Provisional -- Completion of requirements defined by the state board of education, and at least eight (8) years of service as a certified elementary or secondary school teacher.

(B) Senior -- Employment for at least three (3) years as a provisional supervisor.

(C) Distinguished Senior -- Employment as a senior supervisor for at least five (5) years.

(c) The career ladder program shall be open to all persons who come within a well-defined job description for supervisors devised by the State Board of Education prior to the effective date of this Act. It is the intent of the legislature that only those supervisors involved in staff or curriculum development on a full-time basis be eligible for entry into the career ladder. This determination shall be made by the State Certification Commission.

SECTION 50.

(a) All supervisors certified after the effective date of this Act and all current supervisors who choose to participate in the career supervisor program, shall be evaluated according to the process adopted by the State Certification Commission.

(b) Advancement from one career level to another shall be awarded by the State Certification Commission after a positive evaluation. The evaluation shall be designed to measure the administrative competencies as defined by the State Certification Commission. Evaluations for advancement on the career ladder shall be conducted by properly trained supervisors and educators selected from school systems other than the system in which the evaluated supervisor is employed.

(c) The evaluations shall be part of a supervisor's permanent record.

SECTION 51.

(a) The initial certificate at each level shall be valid for five (5) years and, except for the provisional certificate which is valid for three (3) years and which is not renewable, shall be renewable for additional periods of five (5) years.

(b) Any supervisor holding a distinguished senior supervisor certificate whose certificate is not renewed in due course because of the supervisor's failure to meet the relevant certification standards shall, at the expiration of the distinguished senior certificate and if minimum competency standards are met, be issued a senior supervisor certificate that shall be valid for five (5) years and shall be subject to renewal in the same manner as other senior supervisor certificates.

(c) If a senior supervisor applies for a distinguished senior certificate and is unsuccessful, the senior certificate may be renewed if the supervisor meets the qualifications for a senior certificate.

(d) Any career level certificate may be extended by the State Certification Commission for a period of time not to exceed one (1) year if a person's illness, disability or family hardship prevents the completion of the evaluation for the purpose of recertification.

SECTION 52.

(a) A provisional supervisor may be employed as such by a local school board for up to three (3) years.

(b) A provisional supervisor shall perform the duties as defined by the local school board and consistent with state policy.

SECTION 53.

(a) A senior supervisor may be employed on an eleven (11) month contract.

(b) A senior supervisor shall perform the duties defined by the local board of education and consistent with state policy. The State Certification Commission shall establish standards and expectations for purposes of the career ladder program.

(c) A senior supervisor employed as such by a local education agency on an eleven (11) month contract shall receive a four thousand dollar ($4,000) salary supplement from the state in addition to all other compensation to which the supervisor may be entitled.

SECTION 54.

(a) A distinguished senior supervisor may be employed on a twelve (12) month contract.

(b) A distinguished senior supervisor shall perform the duties defined by the local board of education and consistent with state policy. A distinguished senior supervisor shall participate not more than ten (10) days each year in the evaluation of other candidates for career level positions. If it should prove necessary for supervisors to participate more than ten (10) days in evaluation, such supervisors shall be awarded sabbaticals in the manner provided for in Section 43 (b).

(c) A distinguished senior supervisor employed as such by a local education agency on a twelve (12) month contract shall receive a seven thousand dollar ($7,000) salary supplement from the state in addition to all other compensation to which the supervisor may be entitled.

SECTION 55. Any person who has been duly certified as a senior or distinguished senior supervisor shall have the right to be employed by any local education agency. Any local education agency, upon the superintendent's recommendation, shall have the authority to employ a senior or distinguished senior supervisor from within or from outside the system. This authority is not subject to limitation by whatever means.

SECTION 56.

(a) All supplements due to supervisors under the provisions of this Act shall be paid directly by the department of education to the local education agency and shall be in addition to its foundation entitlement program, and not a part thereof.

(b) Once determined, the state salary supplement for career level supervisors shall remain constant notwithstanding any increased training and experience attained.

(c) All supplements shall be subject to the availability of funds as appropriated in each year's appropriation act.

(d) Any person receiving a salary supplement under this Act shall continue to receive the state base pay to which he would be entitled if he were not receiving a salary supplement provided for herein. In devising its local salary schedule, a local education agency may not reduce or freeze the pay of any person receiving a salary supplement under this Act, but such person shall receive any local pay to which supervisors with similar training and experience are otherwise entitled.

(e) If the usual term of a supervisor's employment extends to eleven (11) or twelve (12) months, and the state and local base pay of such supervisor is paid for each of these months, the supervisor shall be eligible only for that portion of the supplement provided for in this Act which represents a reward for outstanding performance, and not that portion which represents compensation for the eleventh (11th) or twelfth (12th) month of service which the supervisor would not otherwise perform.

SECTION 57. All supervisors shall participate in planning and presentation of staff development activities during the in-service training period.

SECTION 58. The General Assembly recognizes the vital position occupied by institutions of higher education in the training of teachers and the improvement in the quality of the education profession. In acting to support these functions in public institutions of higher education, the General Assembly must maintain a proper balance between the academic freedom of higher education and the need to respond to the public's expectations of quality in the state's teacher training programs. The General Assembly, therefore, does not seek to impose restrictions on the philosophy or course selection of teacher training programs. The General Assembly does, however, reserve the authority to require of each teacher training institution reasonable admission and graduation standards for prospective teachers in accordance with the provisions of Sections 59 through 67 of this Act.

SECTION 59. All students wishing to enter teacher training programs at state institutions after the effective date of this Act shall be required to achieve a passing score on the California Achievement Test, as defined at present by the State Board of Education and as administered by an independent testing service. Beginning with the 1985-1986 academic year, a candidate also shall achieve a passing score on a standardized written composition. No other test scores shall be used in lieu of these requirements for admission to teacher training programs.

SECTION 60. In order to assure the public that every teacher has been adequately trained, teaching certificates shall be issued only to those students who have been graduated from a Tennessee institution certified by the state department of education or from an out-of-state institution certified by the state in which it is located. If the state in which an institution is located does not certify its institutions, then the state department of education may do so consistent with standards applicable to Tennessee institutions.

SECTION 61. A student shall spend a significant portion of three (3) academic quarters involved in classroom observation and teaching. Such observation shall begin in the sophomore year (unless the student shall have transferred from a two (2) year institution with which the teacher training institution has a transfer agreement, but which two (2) year junior or community college has no programs of classroom observation or student teaching). Each student shall be assigned to a tenured teacher for guidance, evaluation and instruction.

SECTION 62. Beginning with students graduating in 1986, all students desiring certification must pass both a commons test that measures basic verbal and methods skills, and a standardized or criterion referenced test for the desired area of endorsement. These tests shall be developed or acquired by the department of education, validated, and administered by the department at each institution. These tests shall be in lieu of the test described in Tennessee Code Annotated, Section 49-1236.

SECTION 63.

(a) Those students who achieve a passing score on the state teachers examination, required by Tennessee Code Annotated, Sections 49-1205 and 49-1236 or by Section 62 of this Act, are eligible to be licensed by the State Certification Commission as probationary teachers and may apply for employment in the school system of their choice.

(b) Prior to the issuance of certification, however, each probationary teacher must teach for a normal school year under the supervision of two (2) tenured teachers assigned by the principal. If possible, at least one (1) of the two (2) tenured teachers shall teach in the probationary teacher's area of specialization. At the end of the school year the candidate's evaluations will be sent to the local board of education, which will submit to the State Certification Commission a recommendation for issuance or denial of certification.

(c) The State Certification Commission shall consider, but shall not be bound by, the recommendation of the local board of education. The State Certification Commission shall be notified by the superintendent of schools of any out-of-school business, blood, or marriage relationship between the probationary teacher and any employee of the local school system.

SECTION 64. Beginning in 1986, the State Board of Education shall review the scores on the state teachers examination from each public and private teacher training institution. Those institutions which had thirty percent (30%) or more of its students fail the examination in the previous year shall be informed and placed on temporary probation. Any institution which has thirty percent (30%) or more of its students fail in two (2) consecutive years shall have its state certification revoked by the State Board of Education. An institution may regain its certification when seventy percent (70%) of those students taking the examination in an academic year achieve a passing score.

SECTION 65. Course requirements for subject area endorsements which certified teachers wish to acquire shall be based upon the same requirements as the initial endorsements. At the discretion of the State Certification Commission, credit shall be allowed for appropriate course work taken for initial certification. The regulations promulgated by the State Board of Education shall be amended to address allowable credit as to course work previously taken as to content and currency. These course requirements shall be from upper division courses taken from either four (4) year institutions, or from two (2) year colleges which have transfer agreements with the teacher education programs of four (4) year institutions.

SECTION 66. Beginning in the 1986-1987 academic year, all courses taken toward meeting the requirement for a teacher endorsement shall be selected from those courses required for an academic major in the various fields of the arts and sciences. This requirement shall not apply to standard methods courses or other courses designed especially for training elementary teachers.

SECTION 67.

(a) All full-time college of education faculty members, including deans of such colleges, universities shall further their professional development through direct personal involvement in the public school setting of grades K-12 on a periodic basis.

(b) Such faculty involvement shall take the form of in-service training activities for public school teachers, observation and evaluation of student teachers, or classroom instruction in a public school.

(c) This program shall be developed for implementation in the 1985-1986 academic year by the State Board of Education, acting in concert with the University of Tennessee Board of Trustees, the State Board of Regents, and the Tennessee Higher Education Commission. The Tennessee Council of Private Colleges and Universities shall be invited to participate.

(d) After initial implementation the State Board of Education, the Tennessee Higher Education Commission, the State Board of Regents, and the University of Tennessee Board of Trustees shall designate subcommittees to meet jointly at least annually for structured meetings to coordinate policy on matters of mutual interest. An appropriate representative body of the approved private colleges and universities training teachers in Tennessee shall be invited to participate.

SECTION 68. There is hereby created the Tennessee Principal-Administrator Academy under the auspices of the department of education. The Academy is not a single institution, but is an organizational framework for a wide array of educational and training programs for school leaders, conducted at several sites in the three (3) grand divisions of the State by the department of education.

SECTION 69. Training opportunities for principals and appropriate supervisory and administrative staff shall be made available, through the Academy, within the limits of the approved budget of the department of education. The purpose of the Academy is to instill and reinforce instructional leadership for educational effectiveness. The Academy will consist of but not be limited to seminars and symposia for provisional principals and supervisors, special topic workshops, skill-building programs, advanced leadership training, appropriate programs for central office personnel, and such other programs as may be devised by the department. The commissioner of education shall approve all training activities of the Academy, which will be provided by department staff, university-based experts, outstanding school practitioners, the professional associations, and such others as determined by the commissioner. The Academy will include summer institutes especially for school principals and administrators provided at several sites in the three (3) grand divisions.

SECTION 70.

(a) Each principal and administrator shall be required to attend the Principal-Administrator Academy for instruction at least once every five (5) years.

(b) In order to provide for orderly admission of principals and administrators, within the requirements of subsection (a), the commissioner of education shall establish admission procedures for the Academy.

SECTION 71. These institutes shall be provided without cost to those attending; however, participant travel, living and incidental costs shall be at the expense of the participant, or if the local education agency so determines, it may reimburse from school funds its participants for their reasonable expenses, not exceeding amounts authorized for state employees in the comprehensive travel regulations as promulgated by the Department of Finance and Administration and approved by the Attorney General.

SECTION 72. Tennessee Code Annotated, Section 49-107, is amended by deleting the words and punctuation "and also the board of examiners of teachers,".

SECTION 73. Tennessee Code Annotated, Section 49-108, is amended by inserting between the words "state board of education" and the words "to prescribe rules", the following:

to approve regulations, certification standards, and evaluation criteria of the state certification commission;

SECTION 74. Tennessee Code Annotated, Section 49-224, is amended in item (13) by deleting the words "given by the state commissioner of education" and substituting instead the words "given by the state commissioner of education or the state certification commission".

SECTION 75. Tennessee Code Annotated, Section 49-605, is amended by adding a new subsection thereto, as follows:

(j) Each LEA shall be entitled to one (1) state-funded teacher's aide for each three (3) full-time certified teachers employed by that LEA in grades one (1) through three (3). In the 1984-1985 school year, a sufficient number of aide positions shall be funded to provide one (1) aide per three such teachers in grade one (1); in the 1985-1986 school year, a sufficient number for grades one (1) and two (2); and in the 1986-1987 school year, a sufficient number of positions funded to meet the full requirements of the first sentence of this subsection.

SECTION 76. Tennessee Code Annotated, Section 49-607, is amended by adding a new subsection (c) as follows:

(c) Funds paid by the state as salary supplements under the career ladder program as set out in the Comprehensive Education Reform Act of 1984, shall not be included in the state contribution as provided for in this section, and such career ladder payments shall not be distributed in accordance with the provisions of this chapter, but only as set out in the Comprehensive Education Reform Act of 1984.

SECTION 77. Tennessee Code Annotated, Section 49-1232, is amended by deleting the words "state board of education" in the second line and substituting the words "state certification commission".

SECTION 78. Tennessee Code Annotated, Section 49-1234, is amended by deleting the words "state board of education" wherever they appear in the first paragraph and substituting the words "state certification commission".

SECTION 79. Tennessee Code Annotated, Section 49-1235, is amended by deleting the section in its entirety and substituting the following:

(a) Complete jurisdiction over the issuance and administration of certificates for superintendents is vested in the State Board of Education.

(b) Complete jurisdiction over the issuance and administration of certificates, renewals of certificates, and endorsements for teachers, principals, and supervisors, who were certified before the effective date of this Act is vested in the State Certification Commission which shall continue to issue and renew such certificates and endorsements agreeably to the provisions of this chapter and any regulations issued by the State Board of Education pursuant thereto.

(c) Complete jurisdiction over the issuance and administration of certificates and endorsements, including the evaluation of applicants therefore, for teachers, principals, and supervisors who elect to enter the career ladder program or who are employed after the effective date of this Act is vested in the State Certification Commission. Such issuance, administration, and evaluation shall be done agreeably to the provisions of this chapter and the Comprehensive Education Reform Act of 1984, but in the case of any conflict, the provisions of the Comprehensive Education Reform Act of 1984 shall govern.

(d) Certificates shall be uniform for all the school systems in the state.

SECTION 80. Tennessee Code Annotated, Section 49-1236, is amended by deleting the first sentence and substituting the following:

The State Board of Education and the State Certification Commission are authorized, empowered, and directed to set up rules and regulations governing the issuance of certificates in their respective jurisdictions, as set out in Section 49-1235.

SECTION 81. Tennessee Code Annotated, Section 49-1237, is amended by deleting the section in its entirety.

SECTION 82. Tennessee Code Annotated, Section 49-1240, is amended by deleting the words "state board of education" in the fifth line of the section and substituting instead the words "state board of education and the state certification commission".

SECTION 83. Tennessee Code Annotated, Section 49-1241, is amended by deleting the words "state board of education" and substituting the words "state certification commission".

SECTION 84. Tennessee Code Annotated, Section 49-1301, is amended by deleting the words "the commissioner or state board of education," and substituting the words "the commissioner, state board of education, or state certification commission, as applicable and".

SECTION 85. Tennessee Code Annotated, Section 49-1709, is amended by deleting the section in its entirety and substituting instead the following:

> Section 49-1709. (a) Each public school system shall maintain a term of not less than two hundred (200) days, divided as follows:
>
> (1) One hundred eighty (180) days for classroom instruction;
>
> (2) Ten (10) days for vacation with pay;
>
> (3) Five (5) days for in-service education;
>
> (4) Five (5) days for administrative functions.
>
> (b) Vacation days shall be in accordance with policies recommended by the local superintendent of schools and adopted by the local board of education.
>
> (c) (1) In-service days shall be used according to a plan recommended by the local superintendent of schools in accordance with the provisions of this section and other

applicable statutes, and adopted by the local board of education, a copy of which plan indicating all individuals or agencies contributing to the in-service training of school personnel shall be filed with the state commissioner of education on or before September 1 of the current school year and approved by him.

(2) The needs of probationary and apprentice teachers shall be given priority in the planning of in-service activities. Apprentice teachers shall be assisted by supervising teachers in the development of competencies required by the State Certification Commission and the local board of education.

The plan shall also give priority to staff development activities. Staff development activities shall include an assessment of teacher and administrator evaluations made previously by the State Certification Commission and the local school system. Distinguished senior teachers and supervisors shall be assigned to aid those teachers seeking to improve teaching competencies.

(d) The State Board of Education shall develop a policy governing professional development activities during in-service education within the guidelines adopted by the General Assembly.

SECTION 86. Tennessee Code Annotated, Title 49, Chapter 50, Part 1, is amended by adding thereto a new section as follows:

Section 49-50-125.

(a) In order to address the serious shortage of math and science teachers in Tennessee, the Tennessee Student Assistance Corporation shall administer a tuition loan program for students who pledge to teach math or science courses in Tennessee public schools for at least four (4) years. Such loans shall be available for attendance at any university in the state and may be for any amount up to the full cost of tuition at the applicable institution.

(b) These loans shall also be available to teachers certified at present who wish to obtain an endorsement to teach math or science.

(c) The State Board of Education is authorized to broaden or reduce the categories available for these loans in the event of teacher shortages in other areas, or to reduce the amount or number of loans available for mathematics or science.

(d) Tuition loans shall be forgivable on a year-by-year basis to afford a recipient the opportunity to "buy-out" of the forgiveness provision by paying off a prorated amount of the loan for the remainder of the four (4) year period which the recipient may elect not to teach in Tennessee public schools.

(e) The availability of loans shall be subject to the appropriation of funds in each year's appropriation act.

SECTION 87. The State Board of Education shall submit to the General Assembly by January 1, 1985 a recommendation of methods to reduce the number of waivers granted for out-of-field teaching.

SECTION 88. Within two (2) years after the effective date of this Act, the State Board of Education, in cooperation with the State Certification Commission and the Tennessee Higher Education Commission, shall cause a study or studies to be made of the following matters:

(1) the sufficiency of existing teacher training programs and components with a view toward successful integration of liberal arts courses, teaching level specialties and a professional curriculum;

(2) the preparation, training and experience of higher education faculty engaged in teacher training programs with a view toward determining appropriate criteria and personnel standards and the sufficiency of those standards; and

(3) the adoption of a student teaching practicum to offer direct, substantial, quality participation in teaching at the

elementary and secondary teaching level over an extended period of time and under the supervision of college and elementary or secondary based personnel. When completed, these studies, and any appropriate recommendations shall be filed with the appropriate Senate and House standing committees.

SECTION 89. For the purpose of beginning the implementation of this Act, and pending the appointment and confirmation pursuant to Section 17 and the appointment of the regional certification commissions pursuant to Section 23, an interim certification commission is hereby created. This commission shall consist of eighteen (18) persons appointed by the Governor. The commission shall fairly represent the public, teachers, the Tennessee Education Association, the Tennessee Organization of School Superintendents, the Tennessee School Boards Association, the Tennessee Association of Supervision and Curriculum Development, the Elementary Principals' Study Council, the Secondary Principals' Association, the Tennessee Congress of Parents and Teachers and the Deans' Council for Teacher Education. If the persons representative of the groups set forth above are presently serving on the ad hoc interim commission and are willing to serve on the interim commission provided for herein, the Governor is urged to consider favorably the appointment of such persons in order to provide continuity and experienced members for the new interim commission. The Governor shall designate the chairman of the interim commission.

The members of the interim commission shall be subject to legislative confirmation in accordance with the provisions of Section 17 and shall be appointed and confirmed, to the extent practicable, prior to adjournment, sine die, of the Ninety-third General Assembly. The interim commission shall serve until the State Certification Commission and the regional certification commissions are appointed, confirmed and organized and shall be dissolved and cease to function at that time, but not later than July 1, 1985.

The interim commission shall have the power to perform all the duties of the State Certification Commission and the regional certification commissions provided for herein. To assist in the selection of sufficient numbers of distinguished senior teachers and distinguished senior principals and supervisors to establish the first State Certification Commission and regional certification commissions, the interim commission shall have the power and authority, through the department of education, to hire a sufficient number of qualified professional evaluators at State expense chosen from public or private university faculty or staff knowledgeable in evaluation, the state department of education, educators employed by local education agencies or other persons having educator evaluation qualifications similar to those set forth herein. Before commencing their work, such educators shall receive training in educator evaluation in accordance with criteria adopted by the interim commission.

The members of the interim commission shall serve without pay except for the regular salaries to which they may be otherwise entitled but may be reimbursed for their expenses while performing their duties for the interim commission in accordance with the comprehensive travel regulations as promulgated by the Department of Finance and Administration and approved by the Attorney General. If the interim commission desires to employ an educator employed by a local education agency to assist in the performance of its duties, it shall, through the department of education, enter into an appropriate agreement with the educator and the local education agency in conformance with Sections 26 and 43 of this Act. Professional qualified evaluators employed by the department of education shall be reimbursed for their travel expenses while performing their duties in accordance with the comprehensive travel regulations as promulgated by the Department of Finance and Administration and approved by the Attorney General.

SECTION 90. In the case of a conflict between this Act and any other law, the provisions of this Act shall prevail.

SECTION 91. If any provision of this Act or the application thereof to any person or circumstance is held invalid, such invalidity shall not affect other provisions or applications of the Act which can be given effect without the invalid provision or application, and to that end, the provisions of this Act are declared to be severable.

SECTION 92. This Act shall take effect on July 1, 1984, except that for the purpose of rulemaking by the State Board of Education or the State Certification Commission, the Act shall take effect upon becoming a law, the public welfare requiring it.